

**MINISTRY OF INFORMATION  
AND BROADCASTING**

**ALL INDIA RADIO AND  
DOORDARSHAN**

**ESTIMATES COMMITTEE  
1988-89**

**EIGHTH LOK SABHA**

**LOK SABHA SECRETARIAT  
NEW DELHI**

# EIGHTY-SECOND REPORT

## ESTIMATES COMMITTEE (1988-89)

(EIGHTH LOK SABHA)

MINISTRY OF INFORMATION AND BROADCASTING

ALL INDIA RADIO & DOORDARSHAN



*[Presented to Lok Sabha on 28th April, 1989]*

LOK SABHA SECRETARIAT  
NEW DELHI

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CORRIGENDA

Eighty-Second Report of the EC(1988-89) on the  
Ministry of Information and Broadcasting - All  
India Radio and Doordarshan.

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**ESTIMATES COMMITTEE**

**(1988-89)**

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2. Shri R.L.L. Dubey — *Director*
3. Shri S.M. Mehta — *Under Secretary*

## INTRODUCTION

1. The Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Eighty-Second Report on AIR & Doordarshan, which was referred to the Committee by the Speaker, Lok Sabha under rule 310 of the Rules of Procedure and Conduct of Business in Lok Sabha.

2. The Estimates Committee (1988-89) took the evidence of the representatives of the Ministry of Information and Broadcasting on 1st, 2nd and 3rd March, 1989, The Committee wish to express their thanks to the Secretary, Ministry of Information and Broadcasting and other officers of the Ministry for placing before them the material and information which they desired in connection with the examination of the subject and for giving evidence before the Committee.

3. The Report was considered and adopted by the Estimates Committee (1988-89) on 25th April, 1989.

4. The Committee have noted that there is an inbuilt mechanism in the Ministry consisting of review meetings by the Secretary, review done by the Minister, discussions in Parliamentary Consultative Committee and deliberations of the Programme Advisory Committees to ensure against any misuse of the media units. They have also noted that the recommendations of the Joshi Committee regarding establishment of some kind of an Ombudsman "equipped to pronounce impartially on the complaints of bias" in the programmes of Doordarshan has not been accepted by the Government on the consideration that the two electronic media are in close scrutiny of Parliament. Press and Public opinion.

5. The Committee have, however, felt that it is imperative to set up a high level independent agency to investigate the allegations of being biased and timid levelled frequently against AIR and Doordarshan, as such allegations tarnish the image of the media units and lower their credibility with the masses. The establishment of a watch-dog equipped to pronounce impartially on the complaints of bias in the programmes of AIR and Doordarshan, in the considered view of the Committee, will go a long way in halting this process and create confidence in public mind of their credibility and impartiality.

6. The Committee have noted that establishment of an independent agency would not only ensure that there is objectivity and independence in the investigation of complaints but it would also make them appear so to the outside world which is very essential for the enhancement of credibility of the two media units.

7. The Committee have also viewed that the establishment of an independent agency will also strengthen the hands of professionals now working with AIR and Doordarshan in adhering to the professional approach they are called upon to follow in selecting presenting various programmes on Doordarshan and AIR. They have accordingly recommended that an agency to investigate complaints of bias in the programmes of AIR and Doordarshan should be set up without any further delay. The administrative policy and reforms relating to the functioning of media units should be strictly outside the scope of such an agency. They have also desired that terms of reference, modalities, etc. should be worked out in consultation with a body of experts in the field.

8. The Committee have observed that it is essential to take concrete steps to impart objectivity and professionalism in giving news coverage and that the tendency to ignore news having social and economic consequences should be strictly curbed. To cite a specific case, it had taken more than two weeks for AIR and Doordarshan to report a rare incident of such enormous national importance as that of 'Sati' at Deorala. This only betrays lack of professionalism on the part of both the media units. They have hoped that a situation of this type will be strictly avoided in future.

9. The Committee have also recommended that there should be a "National Broadcasting Council" on the lines of National Doordarshan Council suggested by the Joshi Committee. The Council should be representative of several schools of thought and include astute businessmen, cinema and theatre professionals novelists, artists poets and journalists of all media. These persons of eminence will inspire confidence by having no interest to serve other than those of public. However, they may not be permanent members.

10. In view of the fact that there have arisen a few acrimonious situations between State Governments and Media Authorities relating to the access of the former to Radio and TV Services situated in their respective States, the Committee have viewed that there should be clear and precise guidelines relating to the use of media by the State Governments, which should be meticulously observed by the Media Authorities so that there is no repetition of the acrimonious situations that had taken place in the past and the Government concerned are able to discharge their respective functions with mutual goodwill and smoothness.

11. The Committee have recommended that each incumbent to the office of DG should be given a reasonable tenure of these at least four years to ensure continuity and his involvement and interest in the Organisation. Apart from enabling the incumbent to work without fear or favour such a measure would enable him to take care of the long term interest of the Organisation. They have also viewed that as far as administratively feasible, a professional rather than a generalist should be appointed to man the post of D.G., A I.R./Doordarshan.

12. Although both the AIR and Doordarshan are heavily dependent on budgetary support and are not even able to meet their total operational expenses from their revenues put together, the Ministry does not appear to be concerned about it. They seem to be under the misconception that since the two media units have been set up for promoting certain social objectives, the Government should go on giving them monetary support for all times to come. The Committee have viewed, such a belief on the part of the Ministry could only stem from their conviction that the two objectives, namely, raising revenue and promoting social objectives, are not compatible, whereas they need not always necessarily be so.

13. The Committee have opined that the Government, with so many development projects suffering due to lack of funds, cannot go on providing heavy monetary support to the media units for all times to come and it is high time the latter tried to devise ways and means to raise their earnings. The Committee have viewed that the Ministry could advantageously refer to the working of profit-making broadcasting organisations operating abroad. They do not share the belief that a public utility organisation which lays adequate importance on raising revenue cannot serve the public in the manner it should. The truth, in fact, is the otherway round.

14. The Committee have also felt that the revenue raising potential of AIR which has one of the largest networks in the world and undoubtedly, a huge listenership, by even world standard, has been grossly under-utilised. They have also viewed that if all centres of AIR could manage to collect advertisement relating to local products/services available in their respective areas and put them out judiciously even in the form of commercial bulletins at fixed time, then apart from fetching enormous resources to the AIR, it could also accelerate economic growth in the country. Like-wise, the large number of Doordarshan Kendras could also put out advertisements in the various programmes telecast at fixed hours for the consumption of the local people they are designed to cover.

15. The Committee have desired that a judicious balancing of commercialisation and promotion of social objectives has to be done to make both

(viii)

the media viable and self supporting. They have urged the Government to consider these aspects in greater depth so as to exploit fully the revenue potential from commercialisation while achieving the desired social objectives.

16. The Committee have noted with seriousness that there still exist a number of border and strategically important areas in the country which receive TV/Radio signals from across the border but are not covered by either AIR and on Doordarshan and that hostile propogand are at times broadcast from across the border to creat distrubances in the country. The Committee have, therefore, desired that the Ministry should chalk out a programme to cover all such areas by AIR/Doordarshan on priority basis. They have felt that paucity of resources should not be allowed to come in the way of provding TV and Radio coverage of such areas, for nothing could be more important than the unity and integrity in the country.

17. The Committee have also desired that to cover a large number of Doordarshan Programmes as also to provide a wider variety to the audiences, which could also be cultivated to compete with the programmes on the first channel, second channel of TV should also be set up in more States. This can also be considered to generate more resousces from advertisements, They have desired the Ministry to consider the request of states for setting up of second channel of Doordarshan in their states and take appropriate steps to set up the second channel in a phased manner.

18. While the Committee have welcomed the steps taken by the Ministry to expand its programmes, they are of the considered view that the Doordarshan should concentrate on improving the quality of its present programmes. Any quantitative expansion should not be at the cost of quality. Efforts also need to be made by the Doordarshan to make its own serials. which could provide purposeful entertainment to the people.

19. The Committee have felt that the quality programmes produced by regional Kendras should be more frequently shown on the National Network. Further there should be more frequent mutual exchange of programmes produced among different Kendras as that would accelerate emotional and cultural integration.

20. The Committee have noticed that programmes of live coverage of important events are very rare unlike the practice in developed countries where such coverage is on a much wider scale. It seems desirable to increase the frequency of such programmes as this would impart objectivity and realism to Doordarshan programmes.

21. The Committee have desired to emphasise the need for imparting objectivity and professionalism to the news and current affairs programme on Doordarshan and AIR. They have deprecated the tendency on the part of AIR and Doordarshan in not giving due importance to happenings/issues having socioeconomic importance. They are dismayed to note that it took more than two weeks for AIR and Doordarshan to report an event of such enormous national importance as that of sati at Doorala.

22. The Committee have noted that from the details supplied by the Ministry regarding Cultural Exchanges Programme with other countries a very unbalanced picture emerges. While the Ministry asserts that the principles underlying such exchanges are strengthening of mutual ties, expanding areas of co-operation and closer acquaintance, in all, 2585 radio programmes have been sent to various countries as against the receipt of only 479 programmes under various Cultural Exchange Programmes. The Committee have found that this almost one-way traffic in regard to radio programmes cannot help in achieving the requisite degree of cultural exchange for which they are actually planned. The Committee have, therefore, desired that the exchange of radio programmes should be on a more realistic basis in order to make it really meaningful by making available benefit of cultural heritage of other countries to the Indian audience.

23. The Committee find it surprising that no audience survey has been conducted by the Ministry regarding the impact of External Services broadcasts by AIR and the Ministry has drawn sketchy conclusions about 'sizable listenership' etc. from the letters received by it. The Committee have desired that in order to make improvement in the qualitative performance of these services, an audience research be carried out systematically, covering all the aspects of the broadcasts like presentation, timing of broadcast, quality of reception, viewers' interest, topicality, periodicity etc. so that the results are incorporated in the future broadcasts to make them more meaningful and effective. To start with, such a research should be carried out in few selected countries. The Committee have desired to be apprised of developments in this regard.

24. While the Committee have commended Doordarshan for having shown some highly satisfying serials, they have viewed that efforts should continue to be made for improving the quality of the serials. Considering the phenomenal revenue Doordarshan had been getting ever since it went commercial in 1977 the Committee have remarked that the quantitative expansion has not been matched by improvement in quality. Therefore, it is imperative to improve the quality of serials. While applauding the phenomenal popularity of serials like 'Ramayana' and 'Mahabharat', the

Committee have viewed that there should be some inbuilt system for through screening of serials to be telecast to ensure that the spirit of the aspect is duly observed and every care is taken not to offend the religious sentiments of the people.

25. They have also viewed that selection of subjects for serials deserve very careful consideration. While selecting the serials, the guiding principle should be not only entertainment but entertainment with education. The country is in the process of socio-economic transformation and while selecting the serials this vital aspect should be duly taken into account.

26 The Committee have felt that the existing criteria and mechanism of selection of films have not resulted in good films being shown on TV, especially on Sunday evenings. The Ministry also admits this when it states that "the quality of films shown on Doordarshan on Sunday evening has less to do with the selection procedure," although the Ministry attributes it not to the selection procedure but "to the paucity of quality films made in Hindi,"

27. It has been stated that Doordarshan has to select films from the offers made to it by producers. Notwithstanding the contention of the Ministry that existing rates are satisfactory, the Committee have apprehended that the rates offered by Doordarshan are not attractive enough for competent film makers to come forward with their good movies. The Committee have desired the concerned authorities to re examine the matter with an open mind. They are of the view that there is no justification for showing poor quality films. Instead, the Committee have desired the Doordarshan to produce quality tele-films on "themes of interest and life-enrichment value to viewer," as has been rightly suggested by the Joshi Committee.

28. Tele-films, as the Ministry has stated, cost very less and have been liked by viewers. The Committee have viewed that there is no reason why Doordarshan, instead of showing films of poor quality, should not start commissioning production of good tele-films, as such films shown in the past have been commended. The latter course, would not only result in whole some films being shown on TV but also fetch more revenue to Doordarshan as, after screening them on TV, Doordarshan could release them in the market. The Committee have therefore, desired the Ministry to frame suitable criteria and create appropriate machinery to achieve the above objective.

29. The Committee have deprecated the fact that contrary to the reply of the Ministry that films are repeated on TV only when they satisfy the criteria fixed for the purpose, quite a few films have been repeatedly shown on TV in violation of this criteria. They have urged the Ministry to take adequate steps to avoid this unsatisfactory state of affairs and to ensure that not only quality feature film or tele-films are shown on Sunday evenings but films shown once are not repeated if they are of poor category.

30. Commercial Advertisements have come to be accepted as a necessary evil even in those countries which do not have any faith in free play of market forces as a means of promoting economic growth. They too have gained acceptance as a legitimate source of revenue for media units, especially electronic ones, all the world over. The Committee have, however, emphasised the need for showing advertisements on TV in a manner that is interesting, entertaining and informative. While they are aware that the authority cannot interfere with the contents of advertisements on TV as long as they do not violate the Code formulated for the purpose, the Committee have also felt that certain aspects like scheduling of advertisements, their duration before a particular programme, etc. could at least be attended to more judiciously than is done at present.

31. The Committee have viewed that there should be a system not to accept exaggerated or misleading advertisements and every effort should be made to take strict action against defaulting advertisers. In a country like India where its teeming millions are mostly illiterate, television as an audio visual medium has tremendous potential for moulding public opinion and exaggerated or misleading advertisements can play havoc with the lives of such people. The monitoring machinery to check improper advertisements on TV should be suitably tightened to prevent exploitation of masses. The Committee have desired the Ministry to have a re-appraisal of the whole matter.

32. The Committee have appreciated that the Government are aware of developments relating to High Definition Television (HDTV) in other advanced countries and are of the view that while drawing perspective plans of both the media utmost importance should be given to Research and Development work so that the country keeps abreast of vast technological developments in the world and is in a position to adopt them expeditiously.

33. The Committee have also noted that 72.5% of the total area is covered by TV programmes of the country which contains about 5 lakh



villages. Since TV is the only worthwhile medium of entertainment for the vast multitude of the rural population, it is imperative that a central plan is initiated to provide them with community sets in large numbers. While giving them entertainment, this will make them aware of the socio-economic conditions in the country and will accelerate their active participation in the developmental activities. Doubtless, the Ministry of Information and Broadcasting is not directly concerned with the matter, yet the Committee have felt that the Government should ensure preparation of a suitable scheme in consultation with concerned Ministries so that the vast majority of our rural population are truly benefited.

35. For facility of reference, the recommendations/observations of the Committee have been printed in thick type in the body of the Report and have also been reproduced in a consolidated form in Appendix to the Report

NEW DELHI  
April, 1989

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Valsakha, 1911 (S)

ASUTOSH LAW  
*Chairman*  
*Estimates Committee*

## CHAPTER — I

### BROADCASTING POLICY

#### *A. Management of Electronic Media*

1.1 The Constitution of India empowers the Parliament to make laws regarding broadcasting and other like forms of communication. Entry 31 of List I—Union List, given in the Seventh Schedule, reads as under :—

“Posts and telegraphs: telephone, wireless, broadcasting and other like forms of communication”.

1.2 According to section 3(i) and 4(i) of the Indian Telegraphs Act (13 of 1985) (as amended from time to time), the Central Government shall have the exclusive privilege of establishing, maintaining and working a broadcasting service as well as a television service. The proviso to Section 4(i) empowers the Central Government to grant licences, on such conditions and in consideration of such payments as it thinks fit, to any person to establish or maintain or work such service within any part of the country. The Central Government, after independence, has, however, refrained from giving any licence to any private persons or even to State Governments to establish and maintain any radio or TV service.

1.3 Asked what were the Ministry's views on having an alternative TV channel throughout the country on the pattern of I—TV channel functioning in UK, the Ministry has stated that in the scheme of priorities, it is essential that a satisfactory one channel TV services is made available throughout the country. This calls for massive financial investments and can, therefore, be undertaken only in a phased manner. It is not the ripe time when the country can afford a separate country-wide TV channel on the pattern of similar facilities available in some more affluent countries.

1.4 Both Radio and Television, the two leading media of mass communications, are controlled and owned by the Union Government. They are run as attached offices under the Ministry of Information and Broadcasting. Each of these organisations is headed by an officer of the rank of Director General. They are directly accountable to the Ministry in respect of administration, management and supervision of work in their respective organisations.

1.5 Broadly, the Ministry of Information and Broadcasting is responsible for the formulation of the policies and objectives relating to the twin subjects of 'Information' and 'Broadcasting' while the different Media Units functioning under the Information and Broadcasting are responsible for their implementation. The Minister in charge of the Ministry of Information and Broadcasting is responsible to the Cabinet and accountable to Parliament for all broadcasting activities. The accountability of the Minister to Parliament is fulfilled through interpellations, short duration discussions, and debates when the estimates of the Ministry are presented to the House. There is also an informal Consultative Committee of Parliament composed of members drawn from both Houses, presided over by the Minister that discuss various issues relating to the Ministry from time to time.

1.6 Since the two media units function as Government Departments, their budget for the capital and revenue side is provided through annual budgetary appropriations. A watch is kept by the Ministry through the usual methods of collecting periodical reports, holding periodical meetings with the heads on their activities and their functions. Plan schemes are approved by the Ministry and appointments and transfers of very senior officers are approved by the Ministry. Like other Ministries of the Government of India, the Ministry of Information and Broadcasting is also manned by Generalist officers with tenures of varying duration as prescribed by the Govt. for various grades of officers and who keep coming in and going out of the Ministry accordingly as the Government decides from time to time.

1.7 Asked whether the present structure and the management style of the media units are conducive to the functioning of the latter on professional lines, the Ministry has stated that both these media units enjoy full functional autonomy in all professional matters in their day-to-day working and the present system does not hamper creativity, objectivity and independence.

1.8 Contrary to the above assertions of the Ministry, however, quite a few media-experts are of the opinion that the way the two media units are run at present, i.e. like any other Government Department, it is impossible on their part to be professional, independent and objective. This feeling has been endorsed by several committees appointed by the Government to examine the affairs of these media units.

1.9 The Report of the Working Group on Software for Doordarshan popularly known as Joshi Committee, published by publication Division,

Ministry of Information and Broadcasting, New Delhi, 1985, which gave its three-volume report only recently and devoted considerable time and energy to examine the question of the management of Doordarshan, has come to the conclusion that "instead of providing support and encouragement to creativity the present structure and management style hampers creativity and initiative at all levels." Fully aware of the fact that "the issue of reforms in structure and in management style (of Doordarshan) is much more complex and subtle than is captured by the fashionable cliché "Government Control vs. Autonomy," the Committee has proceeded to examine the question of autonomy for the media unit with an open mind. On examination, the Committee has found *inter alia* that :—

- (a) The present structure "does not provide adequate coordination and interaction between the political and administrative domains which are in charge of formulating communication policy and interpreting it from time to time on the one hand and the communication personnel who are in charge of generating software within the framework of policy guidelines on the other. Nor does it provide for clear demarcation of functions and roles between policy-makers, administrators and communicators."
- (b) Speed of operations is one of the essence of professional functioning for any media unit. but that is lacking under the present dispensation. The Director-General, Doordarshan, has to "...approach the Ministry for sanction of air-travel by the news crew for urgent coverages. Rigid control is exercised by the Ministry even in such matters as hiring of accommodation or even of taxis..."
- (c) The Information and Broadcasting Ministry is structured on conventional lines with its officers dealing with attached offices such as Doordarshan. The Senior Officers of the Ministry are drawn mostly from the IAS and allied services. They keep moving from one central Ministry to another, or between the Centre and the States and Public Undertakings. The year 1983 saw the exit of all three of the Information and Broadcasting Ministry's senior officers dealing with Doordarshan before completing even two years in the Ministry..... It is hardly to be expected that the problems in Doordarshan

and its news wing can be appreciated and resolved by such birds of passage\*

1.10 It is for the aforementioned reasons that the Committee recommended that the "Ministry of Information and Broadcasting should be restructured on the lines of the Railway Board, with an Information Board comprising professional heads of media units, including Doordarshan, to tender policy advice to the Ministry and with the Secretariat of the Ministry attending only to financial and administrative matters."

1.11 Asked to give his opinion on the aforesaid recommendation of the Joshi Committee, the Secretary in the Ministry of Information and Broadcasting stated during evidence :—

".....Joshi Committee recommended that we should have a structure like the Railway Board. We carefully examined it and we felt that the Railway Administration is totally different. Also we felt that Board with a Chairman and various Members was not quite suited for us. The Railway Board provides greater autonomy and flexibility in regard to its functioning. We felt that currently the working of Doordarshan and AIR permits that flexibility and interaction with the Ministry and the *status quo* should continue. That is why we have not accepted the recommendations of the Joshi Committee.

1.12 Responding to the aforementioned three findings of the Joshi Committee, the Ministry in its Post Evidence replies has stated that :—

- (a) "It is incorrect to say that there is inadequate coordination and interaction between the political/administrative domains and the communication personnel. The two media have well defined goals and objectives for the furtherance of which all concerned function in harmony. The two Director-Generals maintain constant and continuous contact with the Ministry for this purpose.
- (b) It has already been stated that progressive delegation of financial/administrative powers have been made to increase the efficacy of the two media units. The two DGs enjoy

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\* Ibid., Vol. I. PP. 82, 83, 191, 193, 194.

adequate powers in the matter of air travel to non-entitled persons and the engaging of taxis and accommodation etc.

- (c) Officers appointed to man very senior positions in the Ministry from time to time are those with praven administrative/management calibre and enjoy reasonable tenures to ensure their fullest participation and contribution in the development of the media under the control of the Ministry of Information and Broadcasting."

1.13 Joshi Committee is, however, not the only Committee that recommended changes in the existing management style in AIR and Doordarshan. Earlier, the Verghese Committee in the Seventies and Chanda Committee in the sixties had recommended statutory autonomy for AIR, Doordarshan. But all along the Government had dismissed these recommendations on the plea that these media units enjoyed full functional autonomy and there was no necessity for further autonomy.

1.14 Asked to comment on the difference of opinion between the aid Committees on the one hand and the Ministry on the other, on the need for changes in the present structure and the management style of the media units, the Ministry has stated as follows :—

"The Government is firmly of the view that the two official media can better serve their objectives and aims only if they enjoy full functional autonomy. As a part of the process of decentralisation initiated by the Government, the Ministry has delegated adequate financial, administrative and programme management powers to Doordarshan and AIR. There is no difference of opinion between the Committees and the Ministry on the need for functional autonomy to the two media. Government has put this into practice by enhanced delegation of powers."

1.15 The Committee wanted to know what arrangements had been made by the Central Government to enable the State Governments to gain access to the local centres of AIR and Doordarshan in order to put across their views to the people of their respective States on matters of public importance and what procedures the State Governments have to undergo before they get access to the latter. The Ministry has stated :-

"AIR and Doordarshan Kendras are in close and constant touch with different departments of State Governments. The

material furnished by the Information Departments relating to Plans, programmes and achievements are regularly broadcast by AIR Stations/Doordarshan Kendras. Representative of the State Government concerned are also members of the Programme Advisory Committee. The programmes like educational broadcasts and various programmes for agriculturists are invariably prepared in close consultation with the representatives of the departments of the State Government concerned. Officials of the State Government and on important occasions, Ministers and Chief Ministers broadcast/telecast to the people."

1.16 Asked whether there existed any written code to guide the AIR/Doordarshan authorities and State Governments in this regard, the Ministry have submitted :-

"There is no written code to guide the personnel in the Electronic media and the State Governments in the day-to-day programme activities of the Kendras/Stations.

However, several advisory bodies, like the Programme Advisory Committees, Advisory Committees Rural Programme Advisory Committees, Advisory Committees for Health and Family Welfare programmes, exist at the Kendras/Stations, in which state Government officials participate and interact as ex-officio members. Officials of the Information and Public Relations Departments of State Governments also participate in the monthly meetings of Inter-media Programme Planning and Coordination Committees at State capitals, to ensure better coordination in planning and publicity to various developmental activities of the Central and State Governments."

The Ministry, however, has admitted that there have been a few acrimonious situations between the State and the media authorities relating to the access to the media by the former in the past.

#### **B. Guidelines for Electronic Media**

1.17 As has been laid down by the Government, the objective of AIR and Doordarshan is "to inform, educate, as well as entertain with a view to creating a greater awareness among the people about the problems of

the nation and the plans and programmes of the Government for economic development and social change". And in this process, effort is to be made by the Ministry "to widen the people's horizon, solicit their participation in the implementation of the policies and programmes of the Government and motivate them to work together for achieving national goal."

1.18 Apart from providing healthy entertainment the two media units, AIR and Doordarshan are stated to strive.

- (a) To act as a catalyst for social change;
- (b) To promote national integration;
- (c) To stimulate scientific temper in the minds of the people.
- (d) To disseminate the message of small family norm as means of population control and family welfare;
- (e) to provide essential information and knowledge in order to stimulate greater agricultural production;
- (f) to promote and help preserve environmental and ecological balance;
- (g) to high light the need for social welfare measures, including welfare of women, children and the less privileged;
- (h) to provide adequate publicity to developmental programmes initiated by Central and State Governments;
- (i) to promote interest in sports and games;
- (j) to create values of appraisal of artistic and cultural heritage.

1.19 The Government have also laid down guidelines for assisting various official media units in their functioning. Acknowledging that a well-informed public media is the foundation of democratic process and that the official electronic media, by virtue of their country-wide reach and nature, have to play a special responsibility in transmitting news with a view to informing, advocating and enlightening the people, the Ministry of Information and Broadcasting in a letter dated 22nd July, 1980, sent to the heads of all the official media units including AIR and Doordarshan has impressed upon them the importance of the official media remaining "credible as well as interesting to all sections of the society. of the news



and views being disseminated in a fair, objective and balanced manner giving contrasting points of view and of problems and issues being "covered from the public point of view without any hesitation in bringing healthy criticism."

1.20 Subsequently, on 4th May, 1982, the Ministry has issued to AIR and Doordarshan a statement of News Policy for the Broadcast Media, formulated by the Advisory Committee on official media headed by Shri G. Parthasarathi, and approved by the Ministry. Acknowledging that in a developing and democratic country like that of ours, the Government run electronic media must reflect progress and problems of the country's development and the diversity of political opinion, the news policy laid down by the Media Advisory Committee enunciates, *inter alia*, the following guidelines :-

1. There has to be a clear understanding of the difference between news and views. The reporting of news has to be factual, accurate and only such views as make news should find a place in news broadcasts. There can be no editorialising in broadcast news.
2. In the selection of news received from wide ranging sources and in news editing, AIR and Doordarshan should be guided by the highest possible professional standards. While news worthiness will determine the selection of news, its treatment and presentation should be directly related to the special characteristics and potential of each medium as well as the target audiences.
3. Apart from treating news factually and objectively, AIR and Doordarshan should provide, where necessary, a background to the events and happenings in order that listeners in any part of the country are able to place such events and happenings in proper perspective.
4. In reporting on political controversies the broadcast media should be guided by objectivity and fair play. Due representation of differing view points should be the aim. If a variety of a view point cannot be projected in the same bulletin, the balance should be achieved within a reasonable period of time."

1.21 The Committee wanted to know what institutional safeguards existed to ensure against any misuse of the media units by interested parties. The Ministry has stated that institutional safeguards in the following forms were available :-

- (a) Review meetings taken by the Secretary.
- (q) Reviews done by the Ministers.
- (c) The discussions which take place in the Parliamentary Consultative Committee.
- (d) The deliberations that take place at the meetings of the Programme Advisory Committee at the Station level.

1.22 Asked whether the Ministry was satisfied that the two media units were adhering to the guidelines, set for their functioning, consistently both in letter and spirit, the Ministry has stated as follows :-

“Review takes place regularly. Secretary takes a weekly meeting of the media units heads to discuss their constraints and progress. Minister also reviews functional performance of media units from time to time. This arrangement ensures that the two media units function within the parameters of the policy framework.

No major deviation in the implementation of the guidelines has come to the notice of the Government.”

1.23 The Committee drew the attention of the Ministry to the fact that these days repeatedly allegations of being timid and biased were made against AIR and Doordarshan and agitations, dharnas, etc., were launched to protect the alleged “blatant misuse” of electronic media by the Government. The Ministry has replied that there has been some criticism from certain quarters against the functioning of the two media units but such accusations are “not based on facts”.

1.24 Asked, however, if the Ministry did not think that such accusations, even granting that they were not “based on facts” nevertheless, tarnished the image of the official media, the Secretary in the Ministry of Information and Broadcasting conceded that these allegations tarnished the image of the official media. He stated during evidence :-

"I agree with you. I do concede this. We must reach a situation where there is no scope for complaints. With such a large number of viewers and with a large population, there is bound to be criticism; there is bound to be some allegation here and there. Even in the most ideal society, we cannot get away from this fact. There will be some people to criticise; there will be somebody who will speak-ill whatever we do...But accepting it as a fact of life, we have, in various areas, instituted a mechanism which we feel would be clearly fool-proof to ensure or insulate us from such criticisms.

1.25 Asked further to elaborate on the mechanism devised by the Ministry to deal with allegations against official media, the Secretary stated that the mechanism was an in-house one. Elaborating further, He stated :-

"In today's situation, there are several political parties. There would be allegations of corruption, nepotism and favouritism. We have a machinery to go into all these allegations in-depth and punish those people who are found to be guilty. We have got the Central Vigilance Commissioner, the CBI etc. In our Deptt. also, Director (Administration) to whom these allegations can be forwarded for an impartial in-depth inquiry. In order to see that there is no scope for such wrong doings and to avoid people taking law into their own hands, we have instituted certain mechanism in certain areas where we feel that there is a possibility for bias creeping in. You cannot do much in that. Only thing you can do is about the entertainment part or in the selection or appointment part for which we have well-developed institutionalised mechanism to ensure that there is no favouritism or nepotism. We have got very eminent people and it is a balance among personalities outside the system and with those within the system plus the top people in the organisation. This way bias does not creep in, temptation does not creep in. In a democratic society, we cannot completely obviate criticism. But by and large, we have checked up these things and found that almost all of them are baseless."

1.26 The Committee asked whether there was any record of allegations, complaints or suggestions received last year and how many were disposed of, the Secretary of the Ministry added :-

"I regret to say that we do not keep statistics because we do not open a register for that. We do not keep exact statistics for the number of criticism and allegations which have come because in the Government, as it is, we have quite a lot of statistics which we have to maintain. For this one thing we have not maintained a register. Normally, we do not keep such things. We keep such registers like VIP registers, etc."

1.27. To the query of the Committee as to whether the Ministry did not agree the getting complaints of bias regarding various programmes of AIR and Doordarshan examined by an independent watch dog, an "Ombudsman". would go a long way in securing the confidence of the people in the independence and objectivity of the media units, the Ministry has made the following submission :

"Being a Government Department, the functioning of the two media is subject to a rigorous system of checks and balances. As stated earlier the two electronic media are under close scrutiny of Parliament, Press and Public opinion. The Government has, therefore, after a detailed consideration of the recommendations of the Joshi Committee concluded that no useful purpose will be served by creating yet another tier in the form of an Ombudsman. It is also difficult to visualise how it can be effective in preventing mis-conceived criticism.

The Government is aware that the "Times of India" have set up Cumbudsman. However, it is too early to comment on the efficacy of this institution. In any case the Press is not subject to same system of checks and balances as applicable in the case of AIR/Doordarshan."

1.28. During the official evidence of the representatives of the Ministry, the question of coverage given to different political parties by AIR and Doordarshan cropped up. All through the discussion, the Secretary of the Ministry maintained that due coverage was being given to the opposition parties and to other dissenting views by the official media units and there was no discrimination in favour or against any political party. He reeled off some statistics (indicating coverage given to different political parties in a given period) to substantiate his point. The Committee, however, pointed out later that it was not the duration of the coverage given to a political party alone but the nature and contents of the coverage and their timings together went to determine the treatment the party got at the hands of the

media. Drawing the attention of the Ministry to the above fact, the Committee asked :

- (a) "Whether it is true, as alleged in a section of the press from time to time, that the views and activities of the parties in the opposition are often distorted by the AIR/Doordarshan? Have the authorities received any complaints in this regard?"
- (b) Whether opposite reactions (Denials, rejoinders) to an issue/event are reported promptly by AIR/Doordarshan so as to present a balanced view before the masses?"

1.29. In response to these questions of the Committee, the Ministry has stated as follows :

"The cornerstone of the policy governing the broadcast media is objectivity, impartiality and news worthiness. This policy guideline is followed strictly by the two media. Nevertheless, there have been accusations about bias/distortion in the news broadcasts but these have been found to be unsubstantiated.

It is the constant endeavour of the two media to present a balanced view of issues events, before the audience. Opposition parties reactions to various issues by way of denial etc. are duly voiced in the bulletins "

1.30. The Committee note that there is an inbuilt mechanism in the Ministry consisting of review meetings by the Secretary, review done by the Minister, discussions in Parliamentary Consultative Committees and deliberations of the Programme Advisory Committees to ensure against any misuse of the media units. They also note that the recommendations of the Joshi Committee regarding establishment of some kind of an Ombudsman "equipped to pronounce impartially on the complaints of bias" in the programmes of Doordarshan has not been accepted by the Government on the consideration that the two electronic medias are in close scrutiny of Parliament, Press and Public opinion.

1.31. The Committee, however, feel that it is imperative to set up a high level independent agency to investigate the allegations of being biased and timid levelled frequently against AIR and Doordarshan, as such allegations tarnish the image of the media units and lower their credibility with the masses. The establishment of a watch-dog equipped to pronounce impartially

on the complaints of bias in the programmes of AIR and Doordarshan, in the considered view of the Committee, will go a long way in halting this process and create confidence in public mind of their credibility and impartiality.

1.32. Establishment of an independent agency would not only ensure that there is objectivity and independence in the investigation of complaints but it would also make them appear so to the outside world which is very essential for the enhancement of credibility of the two media units.

1.33 A few similar media agencies in the other countries have been required to get allegations against their programmes examined by independent bodies regularly. In Britain, there exists a 'Broadcasting Complaints Commission' established by the Broadcasting Act of 1980. Its function is to consider and adjudicate upon complaints of (a) unjust or unfair treatment in sound or television programmes actually broadcast by a broadcasting body after the commencement of this Act: or (b) unwarranted infringement of privacy in, or in connection with, the obtaining of material included in sound or television programmes actually so broadcast. In USA too where unlike in Britain. Radio and TV are privately owned and operated, there are two restraints on bias in the reporting and comment on news and current affairs : one, through an official agency, the 'Federal Communication, Commission', which has laid down a 'Fairness Doctrine' which obliges broadcasting stations to present both sides of an issue under public debate; and the other one arising from the 'National Media Council', a voluntary non-official body, which adjudicates on complaints of bias in the reporting of, or commenting on, Public issues.

1.34. The committee are also of the view that the establishment of an independent agency will also strengthen the hands of professionals now working with AIR and Doordarshan in adhering to the professional approach they are called upon to follow in selecting presenting various programmes on Doordarshan and AIR. They accordingly recommend that an agency to investigate complaints of bias in the programmes of AIR and Doordarshan should be set up without any further delay. The administrative policy and reforms relating to the functioning of media units should be strictly outside the scope of such an agency. The Committee also desire that terms of reference, modalities, etc. should be worked out in consultation with a body of experts in the field.

1.35. The Committee are of the view that till such an agency is established, it will be desirable to keep a proper record of complaints, allegations and criticisms which are received relating to mal-functioning of these media

units. The follow-up action taken in each case should also be appropriately indicated so as to know precisely the position of that complaint. They urge the Ministry to devise a scheme for maintenance of proper records relating to the receipt of complaints, criticism, allegations etc, so as to ensure their adequate investigation and monitoring. They would also like to be apprised of further developments in this regard.

1.36. The Committee are of the view that it is essential to take concrete steps to impart objectivity and professionalism in giving news coverage and that the tendency to ignore news having social and economic consequences should be strictly curbed. To cite a specific case, it had taken more than two weeks for AIR and Doordarshan to report a rare incident of such enormous national importance as that of 'Sati' at Deorala. This only betrays lack of professionalism on the part of both the media units. They hope that a situation of this type will be strictly avoided in future.

1.37. The Committee note that the management of the TV and Radio Services is left in the hands of the Ministry of Information and Broadcasting whose Secretariat is manned by generalist officers. They are of the considered view that, managing the AIR and Doordarshan on professional lines is too complicated a task for the generalists but one which requires continuous attention of professionals having experience in the field of mass communication, sociology, psychology, etc. Television, being an audio-visual medium, has tremendous potential for creating trends and moulding public opinion. Even if the present set up is intended to be continued it is essential to impart professionalism to officers working in both the media or in connection with them in the Ministry. There should be proper demarcation of roles between the Ministry and the Doordarshan and AIR which should be meticulously observed.

1.38. The Committee also recommend that there should be a "National Broadcasting Council" on the lines of National Doordarshan Council suggested by the Joshi Committee. The Council should be representative of several schools of thought and include astute businessmen, cinema and theatre professionals, novelists, artists, poets and journalists of all media. These persons of eminence will inspire confidence by having no interest to serve other than those of public. However, they may not be permanent members.

1.39. In a country like ours where the Central and the State Governments have taken upon themselves the responsibility of removing poverty and promoting all-round prosperity of the people, it is natural that they see the aid of the mass-media to create greater awareness among the people about

the problems of the nation and motivate them to work together for solving those problems.

1.40 Although the Ministry has stated that AIR and Doordarshan Authorities are in close and constant touch with the different departments of the State Government, and that on important occasions' Ministers and Chief Ministers are allowed to broadcast to the people, it has admitted that there is no written code to guide the Media Authorities and State Governments in this regard. In view of this aspect and also the fact that there have arisen a few acrimonious situations between State Governments and Media Authorities relating to the access of the former to Radio and TV Services situated in their respective States, the Committee are of the view that there should be clear and precise guidelines relating to the use of media by the State Governments, which should be meticulously observed by the Media Authorities so that there is no repetition of the acrimonious situations that had taken place in the past and the Government concerned are able to discharge their respective functions with mutual goodwill and smoothness.



## CHAPTER II

### ALL INDIA RADIO

#### *A. Organisational set-up.*

2.1 The Directorate General, AIR, is headed by Director-General. He functions as the Head of the Department and is responsible for overall administration, management and supervision of AIR network. On functional basis, the Directorate General is divided into 3 broad Divisions viz. Programme, Engineering and Administrative.

2.2 The Programme Division is headed by an Additional Director General and is responsible for the planning, development and production of programmes for AIR network. He is assisted by Dy. Director General (Commercial) Dy. Director General (Inspection) and Dy. Director General (Policy, Planning and Development). Three of the Dy. Director Generals (West Zone, East Zone and North-East Zone) are located at Bombay, Calcutta and Guwahati. They supervise and coordinate the programme activities of the AIR Stations in the zone and exercise administrative powers also.

2.3 Engineer-in-Chief is the head of the Engineering Division and is responsible for all the engineering and civil constructions activities of AIR. He is the Chief Technical Advisor to the Ministry of I & B in matters relating to broadcasting and allied subjects. He is assisted by a team of Chief Engineers both at the Directorate and at the zonal level. The Chief Engineers in the zones look after the day-to-day functioning of these offices.

2.4 On the Administrative side there is Dy. Director General (Admn.) who is overall responsible for administration of the entire AIR network including Budget, Accounts and Vigilance. He is also the Internal Financial Advisor in Directorate General. Director (A & F) also shares and assists in the administrative matters. He has also been declared as a liaison officer for Scheduled Castes and Scheduled Tribes.

2.5 Dy. Director General (Engineering) is responsible for the administration of officers belonging to Indian Broadcasting Engineering Service

and other officers belonging to the Engenering cadres other than Indian Broadcasting Service Officers.

2.6 Each Radio centre comprises 3 district wings namely, (1) the Programme Wing, (2) The Engineering Wing, (3) The Administrative/Accounts Wing. The Programme Wing is wholly responsible for the planning, production and Presentation of all the soft-wire that makes up the entire broadcast material. The Technical Assistance for the broadcast of this soft-wire material is provided by the Engineering Wing. Both these Wings are provided the required Administrative and the Cleaical back up by the Administrative/Accounts Wing. Capital stations are headed by a Siation Director while some local stations and commercial centres are headed by an Assistant Station Director. Non-captial stations are headed by Station Directors/Station Engineers by rotation. While the Head of Office is responsible for the over-all control of the station mainly from the Administrative point of view, the Senior most Officer from the Programme/Engineering Wings has full powers in respect the main functions of their respective Wings. The Programme and Engineering Head are assisted by Assistant Station Directors, Programme Executive, Transmission Excutives, Announcers, etc. and Assistant Station Engineers, Assistant Engineers, Engineering Assistants, Senior and Junior Technicians respectively. The sanctioned strength of AIR as on 1.3.1988 is given below :-

Cadre	Total
(i) Programme	2610
(ii) Engineering	7037
(iii) Administrative & others	7908
	-----
	17555
	-----
(iv) Staff Artists	3681
(a) Converted as Artists	786
(b) Opted to remain staff Artists	298
(c) Staff Artists yet to exercise option	775
(d) Converted as Govt. Servant	1120
(e) Vacant posts in both Artist and Converted Categories	702
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	3681

2.7 The appointment of Director-General AIR, as also of Doordarshan, is governed by the AIR (Recruitment of Director General AIR) Rules 1963, as amended from time to time. According to the recruitment rules notified on 27.2.85, the method of recruitment to the post of DG, AIR/D.D. is "(i) 50% by promotion failing which by transfer on deputation and failing both by direct recruitment, and (ii) 50% by re-employment or transfer on deputation or direct recruitment." The transfer of the Director-General AIR, as also that of Doordarshan, like that of any other Government Servant, is made by the Government "in public interest, when necessary". The removal as a measure of punishment can be made under relevant conduct rules on Classification, Control and Appeal Rules, as applicable to Government servants.

2.8 From Independence to 1976 when Doordarshan was made a separate department, AIR had as many as nine Directors General of which five were from Indian Civil Service/Indian Administrative Service and four belonged to AIR. During the last thirteen years, AIR is known to have not less than six Director-Generals of which 2 have been from IAS. From 14.7.79 to 28.9.79 Shri S K. Sehgal, Secretary, Ministry of Information and Broadcasting, held the concurrent charge for the post of Director-General, as the post of Director General was lying vacant during that period.

2.9 The average tenure for an incumbent for this office during the last ten years has been less than two years.

2.10 Asked whether such brief tenures for Director-Generals were conducive to an efficient functioning of the media unit, the Ministry stated :—

"A reasonable tenure at the level of Director-General is one of the factors which would lead to the efficient functioning of the media units. However, for a number of reasons, it has not been possible and neither it is desirable to adopt an inflexible policy regarding the length of the tenure of Director-General."

2.11 Asked as to whether it was not possible to give a tenure of at least three years to an incumbent to the post D.G and, if not, for what reasons, the Ministry has stated :

"There is no doubt that a reasonable tenure of the incumbents of the post of DG enables him to make worthwhile contribution to the

development of the media concerned. While most of the DGS in fact worked for sufficiently reasonable tenures, there have been few cases where this could not be maintained because of promotion of the incumbent or his retirement or due to other exigencies of the State."

2.12 During the last thirteen years, AIR is known to have no less than six Director-Generals. The average tenure of an incumbent for this office during the last ten years has been less than two years. From 1.4.79 to 28.9.79, the post was held concurrently by the then Secretary, Ministry of Information & Broadcasting. The Committee feel that such a short tenure for the Director-General is not at all conducive to efficient functioning of the Organisation. Even the Ministry has admitted that 'a reasonable tenure at the level of Director-General is one of the factors which would lead to the efficient functioning of the media units'. However, for reasons best known to them, they have pointed out that 'it has not been possible and neither it is desirable to adopt an inflexible policy regarding the length of the tenure of Director-General'.

2.13 The Committee recommended that each incumbent to the office of DG should be given a reasonable tenure of at least four years to ensure continuity and his involvement and interest in the Organisation. Apart from enabling the incumbent to work without fear or favour, such a measure would enable him to take care of the long term interest of the Organisation. They are also of the view that as far as administratively feasible, a professional rather than a generalist should be appointed to man the post of D.G., A.I.R.

#### *B. Air Network*

2.14 Broadcasting began in India in the year 1924. The development of broadcasting on a planned basis was, however, taken up only after the establishment of "All India Radio" in 1936. By the year 1939, India had organised a broad casting service with six stations besides one in the princely state of Mysore, catering to over a lakh of radio licence holders in the country. With the attainment of Independence in 1947, broadcasting of a fillip. Thus, by the time the First Five Year Plan began in 1951, the number of stations which were 11 at the time of Independence, had risen to 25. The AIR Network was in a position to service listeners in all regional languages and the medium wave service was available to about 21% of the population.

2.15 As on December, 1988 AIR had in its network 96 Radio Stations which provided coverage to 82.9% of area and 91% of the population of the country. State-wise coverage by AIR in terms of territory and population was as follows ;—

Sl. No.	State	Population coverage (%) & number in lakhs	Area coverage (%) & Area in Sq. Kms.
1.	Andhra Pradesh	95—508.20	93—2558132
2.	Arunachal Pradesh	75— 4.72	75—62807.25
3.	Assam	83—164.32	75—58761
4.	Bihar	96—671.04	95—165183
5.	Goa	99— 10.60	99—3700
6.	Gujarat	98—333.20	98—192064
7.	Haryana	97— 41.5	96—53440
8.	Himachal Pradesh	75—321.00	45—25052
9.	Jammu & Kashmir	85— 50.15	30—68670.80
10.	Karnataka	92—341.00	92—176447
11.	Kerala	85—215.90	80—31090
12.	Madhya Pradesh	91—475.02	88—390232
13.	Maharashtra	96—602.88	96—295382
14.	Manipur	99— 14.05	99—22370
15.	Meghalaya	83— 11.00	83—18616
16.	Mizoram	82— 4.018	82—17285
17.	Nagaland	90— 6.03	90—14921
18.	Orissa	86—143.62	79—123798
19.	Punjab	97—162.7	97—49117
20.	Rajasthan	94—332.42	81—277213
21.	Sikkim	74— 2.29	44—3122
22.	Tamil Nadu	97—469.48	96—124856
23.	Tripura	96— 19.68	95—9961
24.	Uttar Pradesh	96—1063.60	87—256137
25.	West Bengal	99—539.53	99—87830

## 26. Union Territories

Port Blair (A & N)	80— 1.504	80 - 6635
Chandigarh	99 - 1.52	99— —
Delhi	99— 62 00	99—1483
Pondicherry	99— 5.94	99—492

2.16 A number of radio stations/transmitter are stated to be under construction by the Ministry of Information and Broadcasting and according to their submission, after the completion of VIIth Five Year Plan, the coverage of AIR is expected to go up to 91% of the total area and 97.5% of the population of the country.

2.17 As regards the coverage of border and strategically vulnerable areas of the country, it has been conceded by the Ministry that there were many a border area in the country which received TV and radio programmes from across the border but were not covered by the AIR and that hostile propaganda was at times broadcast from across the border to create disturbances in these areas.

2.18 Asked if monitoring of propaganda from foreign Radio Stations was done regularly and suitable remedial measures taken, the Ministry has replied in the affirmative. It has stated that :-

“So far as monitoring of broadcast/telecast from across the border is concerned, the Central Monitoring Services monitor such programmes on a regular basis and make available summaries which form a vital input in devising news bulletins and commentaries.”

2.19 A landmark in the history of AIR in recent years has been the commissioning of the National Channel at Nagpur on May, 1988. Although the AIR had introduced the centrally originated National Programme comprising music, plays, features dealing in topics of national interest and featuring best talents available in the country, there was no exclusive channel available to carry this programme to the entire length and breadth of the country. As a result, the regional Stations of AIR had to relay national programmes at the expense of programmes in regional languages.

2.20 It is with a view to relieving the regional AIR Stations of this burden and thus enabling them to devote more time to programmes in

respective regional languages that the idea of constructing an exclusive National Channel comprising of a 1000 KW MW transmitter at Nagpur, a 200 KW MW transmitter at Bangalore, a 300 KW MW transmitter at Vadodara together with a number of medium and low power transmitters at different locations so as to cover the entire length and breadth in the country, was mooted and approved reported in the Vth Five Year Plan, And 15 years after, this major project was launched with just one transmitter at Nagpur with no other supporting transmitters which means that only 55% of the population in the country spreading over less than half of the States will be covered.

2.21 Asked why at a time when hundreds of transmitters could be put up by Doordarshan, a project of enormous national importance such as the National Channel had not been completed in so many years, the Ministry has stated :-

“The first phase of the National Channel has been completed with the setting up of interim studio facilities in Delhi and a 1000 KW MW transmitter at Nagpur. Unlike the setting up of a low power TV transmitter, the establishment of a 1000 KW MW transmitter requires an enormous amount of planning, siting, etc. Moreover, as such transmitters are not indigenously available, placing orders and receiving equipment from foreign suppliers is a long drawn out process. The setting up of such transmitters also requires provision of proportionate production facilities which also take time to set up.”

2.22 Responding to the question of the Committee as to how much time shall be required for the erection of the additional transmitters so that the National Channel becomes national, the Ministry has stated that 'efforts would be made to cover the entire country through this project during the 8th Plan. However, the actual achievement of this target would depend on priorities of the 8th Plan and availability of funds.”

2.23 As regards the amount of money spent on the project so far, the Ministry has furnished the following information :-

2.24 The year-wise expenditure on the 1000 KW MW National Channel Transmitter has been as under :

Year	Expenditure (Rs.)
1980-81	0.74 lakhs
1981-82	21.34 lakhs
1982-83	15.92 lakhs
1983-84	51.02 lakhs
1984-85	192.11 lakhs
1985-86	628.57 lakhs
1986-87	126.32 lakhs
1987-88	123.38 lakhs
	94.92 lakhs (expected)

Expenditure on studios at Delhi and Madras has been as under :-

Year	Expenditure in lakhs (Rs.)	
	Delhi	Madras
1985-86	17.92	—
1986-87	32.15	21.25
1987-88	—	10.55
1988-89 (expected Expd.)	78.34	30.65

2.25 In reply to an Unstarred Question No. 678, the Minister of Parliamentary Affairs and Minister of Information and Broadcasting stated in the Lok Sabha on 15.11.88 that the National Channel of All India Radio at present broadcast programmes from 1900 hrs. to 0230 hrs. The Medium Wave transmitters at various Stations of All India Radio were used mainly for broadcasting in the regional languages. In the absence of alternate channel some of the centrally originated programmes were relayed for short durations by the Regional Stations and these encroached into the regional service at peak listening hours. A separate National Channel for broadcast exclusively of National programmes was, therefore, set-up to cover major portion of the country at night. The availability of sky-wave at night also increased its coverage. In view of the position explained



above it was not proposed to alter the timings of the programmes broadcast over the National Channel. He also stated that the National Channel of All India Radio covered about 53% population of the country at present and that there was no proposal during the 7th Plan to improve the audibility of the programmes of National Channel and to reach the unserved areas of the country. Asked how much money would be required to complete the erection of the remaining like transmitters, the Ministry has stated :-

“In order to establish dedicated National Channel for service both during day time and night time, an expenditure of approx. Rs. 800 crores will be required.”

2.26 Of late, the AIR has introduced local broadcasting stations at some places. Local Radio is a new concept in broadcasting in India. Each of the Stations serving a small area, provides utility service and reaches right into the heart of the community which uses the microphone to reflect and enrich its life and artistic expressions. What distinguishes local radio from the regional network is its down to earth, intimate and uninhibited approach. Further, programmes are area-specific. They are flexible and spontaneous enough to enable the station to function as the mouth-piece of the local community.

2.27 The Ministry has informed that five local Radio Stations have already come up in various districts. These are :-

1. Negercoil (Tamil Nadu)
2. Adilabad (Andhra Pradesh)
3. Solapur (Maharashtra)
4. Kota (Rajasthan)
5. Keno Jhar (Orissa)

Under the 7th Five Year Plan 73 Local Radio Stations have been envisaged in different parts of the country.

2.28 The Committee are happy to note that after the completion of 7th Five Year Plan, the coverage of AIR is expected to go up to 91% of area and 97.5% of population of the country. The Committee hope that concerted efforts would be made to achieve the set objectives during the 7th Five Year Plan.

2.29 The Committee note with dismay the tardy progress made in the construction of exclusive National Channel comprising of a 1000 KW MW transmitter at Nagpur, a 200 KW MW transmitter at Bangalore, a 300 KW

MW transmitter at Vadodara at different locations so as to cover the entire length and breadth of the country. They deprecate that this project which was mooted 15 years ago has not been completed as yet. The completion of all these transmitters in time would have enabled the AIR regional stations to devote more time to programmes in respective regional languages.

2.30 The Committee desire that the Ministry should intensify their efforts and take expeditious steps to complete the construction of remaining transmitters according to a time-bound programme. Progress of work regarding establishment of 73 local Radio Stations which is stated to have been envisaged during 7th Five Year Plan should be monitored and adequate measures taken to achieve the set targets. The planning, implementing and monitoring machinery should be suitably strengthened to avoid time and cost overruns. They also note that the present timings of National Channel from 19 hours to 0230 hours are not appropriate to draw maximum audience, as most of the people go to sleep after 9-10 p.m. Secondly, from 7 p.m. to 10.00 p.m. most of the population view Doordarshan Programmes. The Committee feel that to draw maximum audience and to take the programme truly 'National, it is imperative to do some advance planning so that at least during the Eighth Plan period it is possible to make some progress in this direction. They see no point in starting a programme which has no practical advantage and results in non-productive utilisation of resources.

2.31 The Committee are of the considered view that special attention should be paid to ensure that the programmes made for Border Areas are not only attractive but reception is also of a high order so that sensitivities of the people are not exploited by the countries across the border. This matter should be given the highest priority and the unity and integrity of the country should not be allowed to be jeopardised.

### *C. AIR : Services/Programmes*

2.32 In the Home Service, AIR broadcasts programmes in 21 Indian Languages including English and 2 foreign languages and 146 tribal and other dialects. The service includes a good deal of entertainment, informative and educational programmes alongwith news and current affairs programmes. The programmes put out by AIR Stations can be categorised as follows :

- (1) News and programmes of nation-wide interest broadcast from Delhi.
- (2) News and cultural programmes from State Capitals catering to the needs and interest of their respective areas.

(3) Regional language services from individual stations, each catering to the needs of the respective states.

(4) Commercial Services.

2.33 The total daily hours of broadcast made by the AIR in the Home Service including Vividhi Bharati and Shortwave support is 1823 hours. Whereas the All India average of Music items broadcast in relation to total broadcast hours stays at 37.57 per cent, the average spoken word content of AIR Stations comes to 40.14 per cent. The latter comprises of Talks, Discussions, Interviews, Features, Radio Plays, Educational Broadcast, Family Welfare Programme, etc. The rest of 22.29% of broadcast time is taken up by news in various languages. The programme composition of the Home Service (provisional) is given below:

#### PROGRAMME COMPOSITION OF HOME SERVICE (PROVISIONAL)

Total daily hours of broadcast in the Home Service including Vividh Bharati and Shortwave support. 1823 hours

##### Percentage of Home Service Programme excluding Short-wave Support.

(i) Music	37.57
(ii) News	22.39
(iii) Spoken Word	40.14
	-----
Total :	100.00%
	-----

##### Music (Excluding Vividh Bharati)

##### Percentage with reference to total Music.

1. Classical Music	29.30
2. Folk Music	11.77
3. Light Music	20.78
4. Devotional Music	14.12
5. Film Music	19.98
6. Western Music	4.05
	-----
Total :	100.00%
	-----

Spoken Words (Excluding Vividh Bharati)	Percentage with reference to total Spoken Words
1. Talks/Discussions etc.	26.11
2. Drama	6.87
3. Religion	0.6
4. Educational (Excluding Vividh Bharati)	
Women	3.91
Rural	12.96
Industrial	3.37
School/University	7.87
Children	2.00
5. Youth	10.30
6. Tribal	2.50
7. Armed Forces	2.79
8. Publicity	6.08
9. Others	14.68
Total :	100.00

The National Programmes of AIR are indicated below.

#### NATIONAL PROGRAMMES OF ALL INDIA RADIO

S. No.	Name of the Programme	Frequency of Broadcast	Duration
1.	National Programme of Music	Weekly (Saturdays)	90 mts.
2.	National Programme of Talks/ Discussions (Hindi)	Weekly (Mondays)	15/30 mts.
3.	National Programme of Talks/ Discussion (English)	Weekly (Tuesdays)	15/30 mts.

4. National Programme of Feature (Hindi)	Monthly (2nd Thursdays)	30 mts.
5. National Programme of Feature (English)	Monthly (4th Fridays)	30 mts.
6. National Programme of Plays	Monthly (4th Thursdays)	60 mts.
7. Charcha ka vishay Hai (Hir di)	Weekly (Wednesdays)	30 mts.
8. National Sports Magazine Programme (Hindi)	3rd Thursday	30 mts.
9. National sports Magazine Programme (English)	1st Friday	30 mts.

In addition to above programmes, the following programmes produced by the News Services Division is also broadcast on the National network of All India Radio.

1. Current Affairs Programme	Weekly (Sundays)	30 mts.
2. Spotlight	Daily	15 mts.
3. Radio Newsrel/Samachar Darshan	Daily	15 mts.
4. Samayki	Daily	10 mts.

The above programmes are relayed by most of the AIR stations. The rest of the broadcast time available to the stations is devoted to origination of programmes which includes Music, Spoken word and News items in the respective languages/Dialect of the station.

2.34 The contents of programmes relayed by various AIR Stations thus consist of some items of News, Music, Current Affairs, Sports, etc. and remaining major time of stations is devoted to broadcasting of music, spoken words and regional/local news originated by the Stations. The Ministry has stated that each station frames a fixed point chart making provision for broadcast of Music, Spoken word and Special Audience programmes and relay of national network programmes and news. The programme schedules in respect of the organisation of programmes are prepared at the station itself taking into account the audience profile, suggestions made by the Programme Advisory Committees, Rural Programmes Advisory Committees, Consultative Committee for Industrial

Workers programmes, Consultative panel for Educational broadcasts, consultative Committee for University-cum-Science and Technology broadcast and Advisory Committee for Family Welfare. They also keep in view the policy guidelines and objectives of broadcasting and the local talents available. The National network programmes are mostly produced in Delhi. They include national programmes of Talks-Hindi/English, National Programmes of features, Hindi & English, and National programme of plays. AIR stations are provided with qualified programme production personnel for production of programme according to approved norms. Stations are also provided with presentation staff. While the production is done by staff, participants for the various programmes are drawn from outside. Talkers and participants in spokenword programmes are experts/knowledgeable persons on the subjects chosen. The Music talents are drawn from an approved panel of performers. The scripts for plays/short stories are secured from playwrights and well known authors while the actors are taken from panel of auditioned drama voices. Stations also produce field-based programmes where the public views are featured depending upon the requirement. Outside talent is also utilised for presentation and production of programmes.

2.35 AIR also used to produce a useful programme Journal named "Akashvani" until recently. The Journal, which was reportedly modelled after BBC's prestigious counterpart Listeners' and started publication with the inception of All India Radio, had been serving a very useful purpose as it contained reproductions of important broadcast talks delivered at various broadcasting stations in the country. Asked whether the publication of the Journal would be resumed in near future, the Ministry has replied in the negative and stated :-

"As part of the exercise to review expenditure in every Department and achieve economy, the publication of Akashvani journals which were being brought out in eight languages was discontinued in 1986 and 1987. These journals had been incurring heavy losses over the years and were unlikely to become self-supporting. The detailed programme schedules are being broadcast daily and reputed newspapers also carry the schedules."

2.36 It has also been stated in the post-evidence reply that the circulation of the magazine was too little to justify its continuance. According to information supplied by the Ministry, the circulation figures of the Journal "Akashvani" were 7790 copies in English and 2270 copies in Hindi.

2.37 The Committee note that the publication of Akashvani Journals, which were brought out in eight languages, was discontinued in 1986 and 87 as these journals had been incurring heavy losses and were unlikely to become self-supporting.

2.38 The Committee are of the view that with major expansion of AIR and D.D and growing interest of viewers in serial and the stars featuring in such serials it should be possible to re-start the publication of a Journal covering AIR and D.D. programmes which can be a profitable venture also. Besides giving the details of programmes of these two media units, the Journal should contain articles on D.D. and AIR programmes and personalities involved in them. They see no reason why with some imagination and involvement of eminent journalists in the field it should not be possible for this Journal not only to be self-supporting but also to earn revenue through advertisements, etc. It will become an automatic choice for advertisers who are sponsoring serials on Doordarshan. There is tremendous amount of interest in the country in TV serials and this can be profitably cultivated in making the new Journal a stupendous success. With vast expansion of TV network and growing popularity of TV programmes, especially sponsored serials, viewers will show keen interest in forthcoming serials. Moreover, the number of magazine covering TV programmes is quite negligible. This forum can also be advantageously utilised to know audience reaction about the quality of various programmes and feed back received can be successfully utilised in improving them. The Committee would like the Ministry to react to this suggestion after considering all the aspects of the matter.

#### *D. News and current affairs programme*

2.39 As has been stated earlier, News in various languages in the Home service takes up 22.29% of total daily broadcast time of the stations of AIR. The News Services Division of All India Radio is putting out 272 news bulletins everyday in its Home, External and Regional Services for a duration of over 37 hours. In its Home Services, it broadcasts 78 bulletins in 17 languages for a duration of over 11 hours. Sixty-seven bulletins in 24 languages are put out in the External Services for a duration of over 9 hours. In its Regional Services, AIR puts out 127 bulletins in 62 languages and local dialects for a duration of over 17 hours. A break-up of the number of news bulletins (language-wise) broadcast in the different services of AIR, their duration are given below.

		<u>Total Duration</u>
Total No. of Hindi Bulletins (Home)	-18	2 hrs 05 mts.
Total No. of English Bulletins (Home) (Lok Ruchi bulletin weekly once on Sunday for 5 mts.)	-17	2 hrs.
Total No. of Language bulletins (Home)	-43	7 hrs. in 7 languages.
Total No. of External bulletins	-67	9 hrs. 10 mts. in 24 languages.
Total No. of Regional bulletins	-127	17 hrs. 04 mts. in 62 languages and dialects.
Total No of all news bulletins including Regional news, excluding Lok Ruchi Samachar	-275	37 hrs. 19 mts.

2.40 There are 42 Regional News Units in different parts of the country. These units put out daily 127 news bulletins in sixty two languages and local dialects for a duration of over 17 hours. Even though national bulletins are broadcast from Delhi in regional languages, news bulletins put out from local stations in various dialects and Indian languages serve a very useful purpose in fulfilling the aspirations of the local people for information, particularly about their own region, which would normally not find place in the national bulletins. Most of these regional news units are based in the State Capitals. Some are, however, stationed at places other than State Capitals having sufficient newsfall, news potential and other news generating activities. For its news, AIR depends to a great extent on its Correspondents. It also subscribes to all the four National News Agencies-PTI, UNI, Bhasha and Varta. Besides, the Monitoring Service at Ayanagar and a small Monitoring Unit in the Broadcasting House supply news as monitored from other broadcasting organisations. The other sources of news are press releases and briefings organised by the Press Information Bureau of the Government of India and other Organisations. AIR has 101 full-time correspondents in India and seven abroad. There are 232 part-time correspondents in the country. AIR has four PTCs abroad also. Most of the full-time correspondents belong to the Central Information Service/India Information Service. They are selected by the UPSC through a competitive examination. Some of the Correspondents belong to the category of Staff Artists. They are



recruited through the laid down procedures. The part-time Correspondents are engaged on contract, renewable from time to time. They are selected from amongst the local journalists. The vacancies for these posts are advertised in the Employment News/Newspapers and in the form of announcements over AIR.

2.41 The Committee have been informed that the News services Division puts in special efforts to cover all important events occurring in and outside the country. Depending on their importance, AIR sends its correspondents to cover them. Correspondents invariably accompany the entourage of the President, Prime Minister, etc. whenever they go on State visits to other countries or are visiting places inside India itself. These correspondents file first hand information for news bulletins and also for news programmes like the Newsreel, Samachar Darshan and Spotlight.

2.42 The current affairs programme of the AIR include, among others, the following programmes broadcast on the National Network of AIR.

1. Current Affairs Programme Weekly	(Sunday)	30 Mts.
2. Spotlight	Daily	15 Mts.
3. Radio Newsreel/Samachar Darshan	Daily	15 Mts.
4. Samayi ki	Daily	10 Mts.

These programmes are relayed by most of the AIR Stations.

2.43 The Ministry has stated that the News Policy and guidelines laid down by the Media Advisory Committee are "strictly followed by the News Service Division in its day-to-day coverage. AIR is guided by objectivity and fair play. National problem and issues are covered from the point of view of public interest, including healthy criticism. Every effort is made to maintain the highest professional standard. Stories which are of speculative in nature, are avoided. The focus of AIR news bulletins is on information rather than on individuals."

2.44 Guidelines laid down by the Government for the Production/Presentation of news and current affairs programmes by the AIR/Doordarshan state that it is the "news-value"/"newsworthiness" of different happenings/statements of political parties/persons which form the basis for their coverage by the two media units.

2.45 Asked to explain the meanings of the terms "news-worthiness", "newsvalue", etc. with concrete examples, if possible, the Ministry stated as follows :

“News is the report of an event which evokes public interest. ‘News-Value’ is the yardstick which is applied to determine the ‘news-worthiness’ of an event. For example, when an event is unforeseen and takes place instantly, generally there is no doubt of its ‘news-value’ and news organisations try to record the event and disseminate the information regarding the events as quickly as possible through the respective media.....if there is a liquor tragedy somewhere, its news value remains for the first two-three days but its subsequent pace of medical relief and corrective measures initiated by the administration to eliminate the menace, determines the ‘news-worthiness’.”

2.46 The Committee wanted to know whether the Ministry through that an incident of great social importance like that of “Sati” at Deorala was “news-worthy” or had enough “news-value” to be given prompt coverage by the two media units and asked the Ministry as to why AIR and Doordarshan did not cover the event promptly. The Committee also wanted the Ministry to supply texts of the news/programmes, if any, broadcast by AIR/Doordarshan relating to the ‘Sati’ incident at Deorala within seven days of its occurrence. The Ministry has given the following reply :

“The incident was of sufficient news value to receive coverage by the Media units. But AIR/DD are governed by the Guidelines laid down by the Media Advisory Committee for the coverage of such crimes. Being Government Media AIR/DD cannot afford to give unconfirmed news. The Guidelines clearly state that, even if delayed such stories should not be put out till they are properly confirmed from official sources. The Guidelines also stress that excessive details of such stories should be avoided. The incident is reported to have taken place on 4.9.1987. AIR/DD did not cover the news immediately as there were conflicting reports about it. They had, therefore, to wait till the report was officially confirmed. AIR noticed the incident in its news bulletins on 18.9.1987 and DD on 19.9.1987. The subsequent developments concerning this incident received equal attention on merit in the news bulletins. The measures taken by the Rajasthan Government against glorification of Sati were widely publicised. Similarly, the enquiry ordered by the State Government to enquire into the circumstances leading to the incident was cited in the bulletins.”

2.47 Guidelines laid down by the Government for the production/presentation of news and current affairs programmes by the AIR/Doordarshan envisage that the 'news-value' and 'news worthiness' of different happenings form the basis for their coverage in the news and current affairs programmes of the two media units. It has been stated by the Ministry that these guidelines are being strictly followed by the AIR and Doordarshan. The Committee, however, note that whereas a rare incident of enormous national importance like that of "Sati" at Deorala in Rajasthan took place on 4.9.1987, both the official electronic media units failed to cover the news until after two weeks of the occurrence of the incident. The reason adduced by the Ministry of such astounding delay is that "Being Government media, AIR/DD cannot afford to give unconfirmed news ... They had, therefore, to wait till the report was officially confirmed". The Committee fail to understand that when all other media agencies including small newspapers in the country were able to report the incident shortly after it occurred, it took more than two weeks for the media units to get the news confirmed, although the place of occurrence, Deorala, is not very far from New Delhi, the Headquarters of AIR and Doordarshan. This indeed is a sad reflection on the working of the official media.

2.48 The Committee urge the Ministry to ensure that failures of this type do not recur in future as they erode the credibility of the official media in the eyes of the people and make them rely/more on the news and views of foreign media agencies like the BBC even with regard to happenings in the country.

2.49 The Committee recommend that the Ministry should look into the circumstances that caused delay in collection and presentation of news by the AIR/Doordarshan and take necessary remedial action with due promptitude as it is absolutely essential to impart professionalism and objectivity in production/presentation of news. They would like to be further apprised of the steps taken in this regard.

#### *E. Parliamentary coverage*

2.50 During the parliament session, arrangements are made by AIR for coverage of day-to-day parliamentary proceedings. A team of Correspondents attend the session from the beginning till the end of each day's sitting in the Lok Sabha and Rajya Sabha. Arrangements are made to transmit messages to catch the different deadlines. A direct communication link between the Parliament House and Broadcasting House has been arranged.

2.51 Apart from news coverage, special Parliamentary commentaries in English and Hindi are broadcast daily. Special commentaries 'This Week in Parliament' in English and 'Is Saptah Sansad Mein' in Hindi are put out once a week. These commentaries are usually prepared by eminent journalists who cover the proceedings from the press gallery. The duration and timings of the Parliamentary Commentaries are as under :

English	Timings
Today in Parliament (Daily whenever in session)	2030-2045 hrs.
This week in Parliament (Saturday whenever in session)	2030-2045 hrs.
Hindi Sansad Sameeksha (Daily whenever in session)	2030-2045 hrs.
Is Saptah Sansad Mein (Saturday whenever in session)	2030-2045 hrs.
Simultaneous broadcast-Hindi on Delhi 'A' and English on Delhi 'B'.	

2.52 Asked whether the regional stations of the AIR cover the proceedings of the State Assembly regularly as recommended by the Media Advisory Committee, the Ministry has stated :

"During the sessions of State Legislatures, the regional stations of AIR also put out the reviews of proceedings in the State Assemblies regularly. The reviews cover the proceedings of the Legislative Council as well."

2.53 To the question of the Committee as to whether coverage is given to the reports/recommendations of the various Parliamentary Committees, the Ministry has informed that wide coverage is given by AIR to the reports/recommendations of the various Parliamentary Committees as well.

2.54 The Committee feel that due coverage is not being given to reports of Parliamentary Committees. Since these reports cover comprehensively all subjects concerning the socio-economic scenario in the country it will be desirable to give extensive coverage in news programmes relayed by AIR so that the knowledge contained in these reports reaches the people throughout the country.

### F. AIR Sports Broadcast

2.55 "With the objective of sustaining and nurturing interest in sports among the youngsters, states the Ministry, "AIR arranges sports programmes on national, regional and local levels". The total hours of sports broadcast made by the AIR Stations come to 23 hours daily.

At the national level, the regular fixtures are ;

- (a) A daily sports bulletin in Hindi for 5 Mts at 7.05 p.m.
- (b) A daily sports bulletin in English for 5 Mts. at 8.05 p.m.
- (c) A weekly Sports Newsreel in English for 15 Mts. at 8.20 p.m. on Mondays.
- (d) A magazine programme in Hindi for 30 Mts. at 9.30 p.m. each month (3rd Thursday).
- (e) A magazing programme in English for 30 Mts. at 9.30 p.m. every month (1st Friday).

2.56 Asked by the Committee as to what was the criteria adopted for selecting sports events for live commentary on AIR, the Ministry has stated that "the criteria adopted for selecting sports event so far live coverage is concerned is that the event should be of a significant popular and interesting nature from the listeners point of view". It is stated in elsewhere that "Whenever live coverage of running commentary does not become feasible, the coverage through news bulletins, resumes and radio report is provided".

2.57 Generally the live coverage of national event is done on All India National hook-up and the State level events are covered on local or regional basis keeping in view the popularity of the game, listeners interest, technical feasibility and other programme commitments

2.58 Besides an Advisory Committee on Sports there are two screening Committees for selection of commentators for cricket and other games. The former Committee advise the Director General on the ways and means of improving the coverage of sports by All India Radio. The purpose of the two screening Committees is to form a panel of commentators for various games and screen them for gradation.

2.59 The table given below shows the number of sports events covered by AIR in 1986, 87 and 88 (upto 30th Nov., 1988).

On National Hook-up Events Covered	1st Jan. to 31st Dec 86	1st Jan. 87 to Dec. 1987	30th Nov. 1988	Total
Cricket	8	6	4	18
Other than Cricket	21	29	17	67

2.60 Asked whether a developing countries like ours could afford long hours of broadcasting cricket matches live on day time and on working days both on TV and Radio which is leading to the loss of millions of man-hours. the Ministry has stated, "such programmes are broadcast 'keeping in view the listeners' interest. Inculcating sports consciousness and entertainment is also one of the objectives of the media."

#### F. Music and Play

2.61 AIR stations broadcast classical, folk, light, devotional film and Western music. The weekly national programme of music, the annual Radio Sangeet Sammelan and the weekly Tuesday/Friday night concerts are designed to provide to the listeners the best classical music in Hindustani and Karnatak forms. The national programme of music features well-known exponents including old masters. The Radio Sangeet Sammelan presents popular and eminent Classical music artistes. A few promising music artistes of the younger generation are also included in this Sammelan. The Tuesday and Friday night concerts provide an opportunity for young and talented artistes in Hindustani and Karnatak Music respectively. To encourage and search new talent AIR holds, AIR Music Competition every year.

2.62 All India Radio Stations devote about 11 per cent of their total music programmes to folk music. A monthly programme of regional and light music on the national hook-up is also broadcast.

2.63 Plays, features and documentaries are broadcast from AIR stations. National Programme of plays is broadcast by every station of AIR on the fourth Thursday of every month at 9.30 p.m. Radio plays selected from major regional language of India or radio adaptations of famous stories/novels are broadcast under the programme. The Hindi version of the play is broadcast from Delhi and relayed by all the Hindi Stations. Other regional stations broadcast their regional version on the same day and at the same time.

### *H. Social Welfare Broadcasting*

2.64 The Ministry has stated that all the AIR Stations broadcast regularly programmes on Family Welfare which include messages on Family Welfare, improvement of health and socioeconomic development programmes being implemented by various State Governments for bringing in overall family welfare. During 1987-88, total number of programme broadcast on Family Welfare by different AIR Stations were 95,320 for a duration of 3,35,092 minutes.

2.65 The Ministry has also informed the Committee that the new communication strategy is being implemented by AIR Centres in furtherance in the country's commitment to achieve the twin goal of "Health For All" and "Net Reproduction Rate of Unity" by the year 2000 A.D. The Primary focus in the communication strategy for AIR is on the following themes for the purpose of bringing in Family Welfare through fertility control.

- Reinforcing the two-child family limit norm;
- Increasing the demand for contraceptives;
- Promotion of inter-spouse communication;
- Child survival through spacing and immunization;
- Increasing the age of marriage;
- Improving the reproductive health of women.

Also 5 package of messages on health is disseminated by AIR Stations for bringing in health improvement of the people as an extended base for the fertility control. The following themes are included in the package of messages on health :

- Improving the reproductive health of women;
- Enhancing Child survival through immunization of pregnant mothers;
- Protecting Children from vaccine preventable diseases;
- Applying oral rehydration therapy;
- Maintaining public health and sanitation;
- Preventing dreaded diseases like Malaria, Cholera, Small-pox, Jaundice, Typhoid, Leprosy, Goitre, AIDS;

- Preventing drug abuse and drug trafficking; and
- Adopting preventive and nutritional measures.

In addition, various socio-economic programmes and poverty alleviation programmes as a measure of overall family welfare are integrated into programmes on family welfare by AIR.

2.67 The Ministry has further stated that the AIR Centres produce the programmes on Family Welfare in coordination with the Ministry of Health and Family Welfare. The said Ministry of the Central Government and Health Departments of State Governments provide information material on a continuous basis for the construction of programmes for broadcasting. Departments of Health of various State Governments actively participate in the process of programme planning on Family Welfare and Family Planning of AIR Stations in general and Stations having Family Welfare Units in particular. Ministry of Health and Family Welfare supply on a continuing basis spots, jingles and short programmes on family welfare for inclusion in the broadcast of AIR. About 2,800 audio-tapes containing such programmes in various regional languages have been distributed to AIR Stations during 1988-89. The major themes the spots/jingles are-Contraceptive Methods (Nirodh, oral pills etc.), spacing, Immunisation, Preference for daughter versus son. These spots and shots prepared by the Ministry of Health & Family Welfare are broadcast by all AIR Stations in their primary channel and for that purpose two minutes free time in every transmission have been allowed by the Ministry of I&B. AIR in coordination with the Ministry of Health & Family Welfare organises Specialised Training Courses on Health and Family Welfare for programme personnel of AIR associated with Family Welfare Broadcasts. First such specialised training course was held in December, 1987. The second course is proposed to be held in the month of March, 1989.

2.68 Advisory committees on Family Welfare Programmes have been constituted at Centres where Family Welfare Units have been established. The Director of Health & Family Welfare/State Health Bureau of the State Government is an ex-officio member of the Committee.

2.69 AIR operates 22 full-fledged Family Welfare Units at equal number of AIR Stations. In addition, 14 AIR Stations have been provided with partial Family Welfare Units. These Family Welfare Units are of funded by the Ministry of Health and Family Welfare of the Government India and they originate intensive Family Welfare Broadcasts. The expenses on account of staffing and production of programmes are met out of the fund allotted annually by the said Ministry.



1.70 Each of the 22 Family Welfare Units is composed of one Extension Officer, one Assistant Editor and a Field Reporter. The Stations where fullfledged units are in operation are-Ahmedabad, Allahabad, Bombay, Bangalore, Bhopal, Calcutta, Cuttack, Calicut, Guwahati, Hyderabad, Jalandhar, Jaipur, Lucknow, Madras, Nagpur, Panaji, Ranchi, Rampur, Srinagar, Shimla, Trivandrum, Delhi.

2.71 Each of the partial Family Welfare Units at 14 Stations is composed of-a Field Reporter. These partial units are working at the following AIR Stations :

Bhuj, Dharwad, Imphal, Indore, Jammu, Patna, Kurseong, Pune, Pondicherry, Rajkot, Rohta, Shillong, Vijaywada, Tiruchirapallil

2.72 In reply to an Unstarred Question No. 882, the Minister of Parliamentary Affairs and Minister of Information and Broadcasting, Shri H.K.L. Bhagat, stated in the Lok Sabha on 28.2.1989 that recently the Punjab Government had issued a press release that public could send their grievances to Station Director, All India Radio, Jalandhar who would then contact the various State Government Authorities and broadcast their replies together with the grievances. A programme in Punjabi was proposed to be started from 2nd April, 1989, under the title "Kuchh Shikeve Kuchh Hal". One independent programme of grievance redressal on supply of LPC was scheduled for 12th March, 1989, He also stated that people had responded well to the plan.

2.73 The Committee note that to achieve the twin goal of 'Health for all' and 'Net Reproduction Rate of Unity' by the year 2000 AD, a new communication strategy is being implemented by AIR centres in the country. They hope that the implementation of new communication strategy would be made in right earnest so as to ensure the achievement of the objectives as per schedule.

2.74 The Committee also find that specialised Training courses for programme personnel of AIR associated with Family Welfare broadcasts are organised by AIR in coordination with the Ministry of Health and Family Welfare. They, however, feel that these programmes are not organised frequently as the first programme was held in December, 1987 and after that the second programme was scheduled to be held in March, 1989. The Committee are of the view that there is a need for organising such programmes more frequently and on a regular basis so as to cover all those associated with the broadcasting of Family Welfare programmes.

2.75 The Committee would also like the Ministry to organise similar programmes for programme personnel associated with the broadcasts of programmes in other fields viz. Agriculture, Science & Technology, Women Welfare etc. For this purpose the Ministry of Information & Broadcasting should hold discussions with the concerned Ministries and make appropriate arrangements accordingly.

2.76. The Committee laud the novel way of redressal of grievances of people by AIR Jalandhar and hope that this would be further expanded and properly directed so that it becomes an effective instrument for solution of people's problems which are getting aggravated due to multitude of reasons. The very existence of such a forum and apprehension that the name of any organisation/individual may figure in the programme may also act as deterrent in future. They suggest that the AIR should watch the progress of the scheme earnestly with a view to consider its further expansion to other centres. The Committee would like to be apprised of further steps taken in this direction.

#### *Commercial Services*

2.77 All India Radio introduced Commercial Broadcasting Service w.e.f. 1st November, 1967. Vividh Bharti, which is a light entertainment service, was considered pre-eminently suitable as a carrier of the commercial service. To begin with, commercial Broadcasting Service was introduced at Bombay, Pune and Nagpur Stations and was subsequently extended to other Vividh Bharti Channels. There are now 29 Vividh Bharti-cum-Commercial Broadcasting Centres in the Country.

2.78 Commercials were introduced w.e.f. 1st April, 1982 on the primary channel for a minute each before the national news bulletin in Hindi and after the national news bulletin in English, both in the morning and evening. However, at present, commercials go on the air only before the national news bulletin in Hindi in the morning and after the national news bulletin in English in the evening. With effect from 26th January 1985, commercials were also introduced on the primary channel of 55 Stations. Commercial spots and sponsorship are accepted in rural programmes, women's programmes, film/light music (Indian and Western) including listeners' choice, plays and other popular programmes.

#### *Duration and Timings :*

2.79 With effect from 1st April, 1988, the following uniform transmission hours have been adopted over the entire Vividh Bharti network :

Transmission I	—	6.30 to 9.30 A.M.
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<b>Transmission II</b>	—	12.30 to 5.30 P.M. (Week Days) 12.00 to 5.30 P.M. (Sundays and Holidays)
<b>Transmission III</b>	—	6.15 A.M. to 11.00 P.M.

However, certain stations such as Calcutta, Cuttack, Delhi and Bombay were allowed to retain the transmission hours involving extension of transmission beyond the timings prescribed above. For instance, Calcutta and Cuttack commence the transmission at 6.00 a.m. itself. Delhi closes its morning transmission at 10.30 a.m., instead of 9.30 a.m.

2.80 The time available for commercials on Vividh Bharti is 10% of the total transmission time. Thus, the saleable time, on an average works out to 77 minutes per day. On the primary channel, the total time available for the commercials is only 5%. A further restriction has also been imposed in respect of the primary channel namely that the ad content should not exceed 15% in respect of film music and other popular chunks and 10% in respect of instructional programmes such as rural programmes.

2.81 Within the broad framework of Vividh Bharti Service which is envisaged as a national service in Hindi, Stations are allowed to put up local variations. In fact, a 45-minute chunk between 6.15 P.M. and 7.00 P.M. has been earmarked for local variations. In addition to this chunk, CBS Centres, other than those located in the Hindi belt, broadcast music from the regional language films as well as other popular music in various chunks.

2.82 The code for commercial Broadcasting which was brought out in 1968 and reviewed and enlarged in 1987 spells out the do's and don'ts of advertising over AIR to ensure that the advertisement either in terms of content, tone or treatment, do not mislead the listener/consumer or are repugnant to good taste.

2.83 The Current Rates in respect of Vividh Bharti channel came into operation from 1.12.1986 and those in respect of primary channel w.e.f. 1.1.1987. The pricing policy is based on cost effectiveness of radio as a mode of advertisement. The three parameters which determine the rates are (a) Categorisation of the Stations on the basis of transmitter power and concomitant size of potential audience; (b) time classification based on audience size at different points; of time; (c) duration of the commercial spot.

2.84 It has been stated that AIR does not charge any fee for the broadcast of spots/jingles on family welfare from all primary channel stations when they are sponsored by the Department of Family Welfare, Government of India. It also allows a concession of 50% on the normal tariff in respect of spots relating to Tuberculosis, Leprosy, Blindness and advertisements relating to donation of blood, kidney and eye.

2.85 Revenue earned during the last three years from Commercial Service is given below :

Year	Gross Revenue earned		Total Rs.
	Commercial Service Rs.	Primary channel Rs.	
	1985-86	17,45,89,035	2,67,91,036
1986-87	17,71,77,763	6,29,69,772	24,99,38,535
1987-88	19,26,24,082	9,39,77,776	28,66,01,858

The net revenue from the Commercial service is given below :

Year	Net Revenue Earned (in Rs.)
1985-86	1691.97
1986-87	2013.15
1987-88	2441.17

2.86 The Ministry has informed that no perspective plan as such has been formulated by AIR for the Commercial Broadcasting Service. Owing to financial constraints, commercial Broadcasting Centres have not been set-up during the current plan period (1985-90). However' during the VIII Plan, expansion of Vividh Bharti/Commercial Broadcasting network is envisaged. It is also proposed to extend commercials on the primary channel, in a phased manner, to more station, excluding, however, the local radio stations.

2.81 In the opinion of the Committee, there is much room for expansion of the Commercial Services of AIR. The Ministry has stated that Commercials have been introduced so far on the primary channels of 55 stations and it is proposed to extend them to more stations in a phased manner. The Committee urge the Ministry to ensure that the Commercial Services are extended to all stations so as to get more revenue and to accelerate faster economic development in the country.

2.88 The Ministry formulated no perspective Plan for the Commercial Services. In the opinion of the Committee, that is one of the areas where there is real need of such planning. The Committee hope that the expansion of the Vividh Bharti/Commercial Broadcasting network which could not be carried out in the VIIth plan due to lack of funds would be given due priority in the next one. The Committee would like to caution the Ministry, that AIR could neglect such activity at its own Pecuniary loss. Commercial Advertisements, the Committee would like to remind the Ministry, have been accepted as a legitimate source of raising revenue by media units, including electronic ones, and there is no reason as to why the AIR should feel apologetic about its advertisements as long as the latter do not violate any provisions of the Code set for them.

#### *Educational Broadcast*

2.89 The Ministry has stated that, programmes for schools are now broadcast from 74 stations, out of which 44 stations having Educational Broadcast Programme Production Units originate and the other 30 stations relay it. They provide support to the formal and non-formal education to both rural and urban areas. The service is entirely regional, using the regional language of the pupils to whom these programmes are addressed. These are broadcast during schools working hours for a duration of 40 mts. every day on an average. Timings differ from stations according to local needs. The Formal educational broadcast cater to :—

1. Primary and Secondary Schools
2. University and post school learners
3. School teachers.

The Formal School broadcasts for primary and secondary schools are closely related with the syllabus prescribed by the respective State Governments and are put out gradewise so as to be of immediate use to the students.

2.90 Radio support to the correspondence courses offered by Delhi University, Punjab and Punjabi University Andhra Pradesh Open University and Madurai Kamaraj University is provided by AIR. Delhi, Jalandhar, Hyderabad and all stations in Tamil Nadu, respectively.

2.91 Broadcast for teachers are of two types-one is a weekly programme service to familiarise teachers with the changes in educational methodology and practices. The other is Radio support to the courses of training and retraining of teachers.

2.92 There is a consultative panel for Educational Broadcasts in each State consisting of six members representing Primary, Secondary, teachers and Adult Education. Educational Authorities of the State Government are also invited for these meetings which are held twice a year.

*Science Broadcasts :*

2.93 All stations of AIR are broadcasting programmes on science and technology for general as well as special audience in all Indian languages reflecting local needs and problems with a view to creating an attitude for healthy acceptance of the scientific concepts in relation to daily life. It also gives helping hand to voluntary agencies engaged in popularisation of science education and rational thinking with a view to creating scientific temper. AIR has established science cells in 13 regional stations to serve as a clearing house and dissemination of scientific information to the listeners and other stations in the region. Science and Technology Broadcast Consultative Committees are functioning at capital stations.

2.94. Regarding the expansion of the educational programmes during 7th Plan, the Ministry has informed that in the 7th Five Year Plan it is proposed to establish 46 more Educational Broadcast Programme Production Units, out of which 12 have been sanctioned during the first phase of the plan. It is also proposed to devote at least 2 hours of broadcast time to programmes on education on the primary channel and about an hour in the National Channel. 16 more Science Cells are also being proposed in the 7th Plan providing broadcast facilities to select stations especially serving backward areas. The Ministry has informed that IGNOU has asked for time for educational broadcasts and some time has been offered. The matter is stated to be still under discussion.

2.95 The Committee have been informed that in the 7th Five Year Plan it is proposed to establish 46 more educational Broadcast Programme production units. There is also a proposal to devote at least 2 hours of broadcast time to programmes on education on the primary channel and about an hour in the National Channel. The country is in the last year of Seventh Five

**Year Plan.** The Committee would like to be apprised of the actual achievements so far and the steps being taken to achieve the set targets as per the schedule. They would also like to be apprised of the actual position as regards the setting up of 16 more Science Cells which were also proposed in the 7th Plan to provide broadcast facilities to select stations especially serving backward areas. The matter regarding educational broadcast of programmes of Indira Gandhi National Open University which is stated to be under consideration should be finalised expeditiously and appropriate steps taken for their broadcast.

#### *K. Programmes for Special Audience*

2.96. AIR broadcasts Programmes for special audience such as farmers, women, youth, children, industrial workers etc.

2.97. Programmes for farmers are broadcast every day to provide information to the farming community about the latest scientific technology for increasing crop and animal production. They provide information to the non-agricultural rural population about the subsidiary and agro-based enterprises for improving their earnings. They help the rural people to participate in constructive agricultural and social programmes for betterment of rural life.

2.98. In the sphere of social reforms, programmes encourage progressive practices and attitudes in respect of marriage, child care, health and hygiene.

In the recent years, a special programme called 'Farm Schools on the AIR' has been introduced from 38 stations. The programme aims at giving series of timely and intensive lessons on selected subjects. The programme has a built-in feed back mechanism and active involvement of the listeners.

2.99. The duration of these programmes for farmers is stated to be 30 to 60 minutes daily.

2.100. AIR is stated to be board casting programmes for both working women and house-wives. The programmes include topics like women's education-formal or informal, legislation for improvement of the status of women; child care; nutrition; family welfare; talks, discussions, interviews on the subjects like divorce-laws widow-remarriage, inheritance of property, adoption of children, tax education, etc. Crimes against women are exposed. The programmes by the Ministry of Welfare receive copious notice in these programmes. Specific programmes for working Women/

**Rural Women** are broadcast from several Stations. Radio series on Mother and Child care directed to organised Women Listening Groups, is broadcast from 18 Stations.

2.101. Industrial Workers programmes are broadcast from 39 Stations. These programmes acquaint the Workers with various labour laws, safety laws, Welfare Schemes and how they affect them. The stress is laid on increased productivity as a goal for every worker. The workers and the management are made aware of the various responsibilities and how workers' participation in management and welfare schemes would help in building up the morale of the workers and increased productivity.

Frequency of programme is three programmes a week for a duration of about 20 to 25 minutes.

2.102. The programmes for Youth provide them with a forum for self-expression. They introduce the youth to the history and culture of the country while opening a window on the world. They inculcate in the youth a sense of purpose and foster in them the Scientific attitude and involve them in the task of nation building. They also provide them with programme of educational value. The frequency of the programmes is stated to be as follows :

Separate channel has been provided at Delhi, Calcutta, Jammu, Hyderabad and Srinagar. They originate programmes for a duration of about 6 hours, every day. Many other stations have a daily frequency with duration of 30 minutes.

2.103. The programmes for children are broadcast in the regional languages and the metropolitan stations put out additional weekly programme in English. These are presented in the form of Story tellings, skits, playlets, group, singing, musical features, Quiz programmes, short interviews and talks etc. Children participate in large numbers and articulate their talent. The services of eminent writers specialising in Children's literature are being made use of in these programmes. The programmes devote to subjects like cleanliness, environment, civics, science, character buildings, patriotic themes, etc. The programmes are stated to be very popular.

2.96. The ministry has stated that a number of children listening clubs are formed at each station. They engender a spirit of healthy competition and team spirit.

The frequency of the programme is, one programme a week for a



duration of 15.30 minutes. Capital stations broadcast 2 programmes every week for the age groups 3-6 and 6-14.

2.104. Asked whether any study was made to evaluate whether these programmes were serving the purpose for which these were broadcast, the Ministry has stated that a number of field surveys/studies of these programmes had been carried out one in 1985-86, five in 1986-87 and six in 1987-88. These studies which were confined to certain towns and cities in both rural and urban areas related to programmes in the following fields :

- (i) Women's programmes;
- (ii) Farm and home broadcast;
- (iii) educational programme for university students;
- (iv) family planning in the Hindi States;
- (v) science programmes;
- (vi) programmes in the border regions;
- (vii) needs of women workers in the unorganised sector;
- (ix) the Yuva Vani programme.

2.105. According to the information given by the Ministry, the surveys have revealed that AIR/TV is a major source of information but there is inadequate back-up services from some departments such as the Health and Family Welfare departments. On the whole, popular satisfaction regarding the quality of programmes was established. Suggestions received were given due consideration by the concerned Programme Directors.

2.106. Regarding the perspective expansion of the programmes for special audience, the Ministry has informed that it is proposed to set up, as part of the software schemes under VIIIth Five Year Plan, specified programme production Units at 45 Centres to expand programmes for women and children. It is also proposed to set up Farm & Home Units at 6 more centres for expanding programmes for farmers.

2.107. The Committee note that special programmes for farmers, working women and housewives, industrial workers, youth, etc. are broadcast by the different stations of AIR for varying durations. The Committee have been informed that the programmes on farmers and industrial workers are broadcast from about 39 stations of AIR in the country. The Committee do not have any specific information as regards the number of AIR stations broadcasting programmes on women. They desire that the programmes on Working women and Housewives should be broadcast from all the AIR

stations. Similarly, radio series on mother and child care which at present is being broadcast from 18 station should be broadcast from other stations of AIR in the country also. The Committee are not aware whether these programmes are broadcast in the regional languages only or in other languages (dialects) also. The Committee desire that in case the programmes are broadcast in regional languages only, feasibility of broadcasting these programmes in other languages (which are spoken by a sizable section of the society) as also in English & Hindi be considered after assessing their utility.

2.108. The Committee note that the studies conducted in 1985-86, 1986-87 and 1987-88 to ascertain whether the programmes broadcast by the AIR/DO serve the intended purpose or not have revealed that AIR/DO have been a major source of information but there has been inadequate back up services from some departments. The Committee desire that before broadcasting any programme on behalf of any department, it should be ensured that these departments provide proper back up services, failing which the broadcast should be stopped.

2.109. The Committee note that it was proposed to set up specified programme production units at 45 centres to expand programmes for women and children as also to set up Farm and House Units at 6 more centres for expanding programmes for farmers during the VIIIth Five Year Plan. The Committee, however, feel that nothing concrete has been done in this regard even though more than four years of the VIIIth Five Year Plan have elapsed. The Committee are not sure whether the set targets would be achieved during the remaining period of 7th plan. The Committee may be apprised of the actual position in this regard indicating the steps taken to fulfil the targets as envisaged.

#### *L. International Participation and Exchange of Programmes*

2.110 The Committee have been informed that AIR is playing an active and prominent role in the formulation of policies as well as the implementation of the activities of various International fora related to Broadcasting such as Asia Pacific Broadcasting Union, European Broadcasting Union, Commonwealth Broadcasting Union, *Prik Italia*, Broadcasting Organisation of Non-aligned Countries (BONAC) and the like. AIR is an active member of the BONAC and has contributed to the production of AONAC Magazine programme. The meetings of the International Radio Consultative Committee (CCIR) of ITU are also attended by AIR. The basic objective is to evolve uniform technical standards in the field of radio communications on a world-wide basis. AIR also participates in the meetings/conferences of the Asia Pacific

Broadcasting Union, European Broadcasting Union, Commonwealth Broadcasting Association and the Broadcasting Organisation of the Non-aligned countries. Besides this AIR/Doordarshan have provided/offered not only manpower and technical expertise to Third World countries but have also provided training to their personnel.

2.111 It has been intimated by the Ministry that India is at present the convenor of SAARC Audio Visual Exchange. AIR contributes one programme every 7 months for the SAARC Audio Visual Exchange (SAVE) Pool.

It provided the signature tune for the SAVE Broadcast. It supplied a large number of programmes to the various countries.

2.112 AIR is stated to be participating in many an International competition and said to have won a few prizes as well.

2.113 AIR has about 150 countries on its mailing list to which various types of programmes are supplied for broadcast. These programmes include items of Indian Music and other spoken word programmes on various facets of Indian life. AIR has Cultural Exchange Agreements with 62 countries to whom items of Indian Music along with explanatory notes in English are sent regularly on a quarterly basis. Besides these countries AIR complies with special requests from foreign broadcasting organisation passed on to it by Indian Missions abroad.

2.114 In addition to the quarterly Music Programmes AIR sends a special orchestral composition to about 70 countries for possible broadcast over their Radio on our Independence and Republic Days.

2.115 All India Radio exchanges officials from its Programme, Technical and News Wings with countries it has Cultural Exchanges Agreement with.

2.116 Asked about guidelines, if any, formulated for exchange of programmes for TV and AIR with other countries, the Ministry has stated that the Department of Culture, Ministry of Human Resource Development, enters into Cultural Agreements with other countries in close coordination with the Ministry of External Affairs. The Cultural Agreement is an umbrella arrangement under which Cultural Exchange Programmes (CEP) are entered into for 23 years. The CEP normally includes exchange of programmes on Radio and Television. The exchanges under CEP are non-commercial and are done according to the capacity of the respective Radio/TV organisations. The principles underlying such exchanges are strengthening of mutual ties, expanding areas of cooperation

and closer acquaintance with each other's culture. Such exchanges also help in sharing of knowledge and expertise, advancement in various fields etc., between the countries.

2.117 It has been further stated that the India has CEPs with 50 countries, Protocol Agreements with 9 countries, Joint Media Committee with US and Joint Commission with Pakistan. Countries with which India has protocol agreements in the field of TV and/or Radio are : Poland, Czechoslovakia, Hungary, Turkey, Afghanistan, Syria, Yugoslavia, GDR and USSR,

2.118 A list of countries with which India has Cultural Exchange Programmes for exchange of Programmes on Radio and Television is given below :

Details of C.E.P

S. No.	Country	Year of C.E.P.	Radio Programmes		TV Programmes	
			Sent	Received	Sent	Received
1.	Afghanistan	1985-87	138	—	3	—
2.	Algeria	1988-90	15	—	—	—
3.	Australia	1986-88	52	82	—	24
4.	Argentina	1985-87	28	—	3	—
5.	Bahrain	1985-87	83	4	10	—
6.	Belgium	1987-89	20	—	6	7
7.	Bulgaria	1987-89	32	—	—	7
8.	Cuba	1987-89	28	—	—	1
9.	Cyprus	1988-90	15	4	—	—
10.	Czechoslovakia	1987-89	22	5	—	—
11.	China	1988-90	54	—	—	—
12.	Egypt	1988-91	14	—	—	—
13.	Ethiopia	1988-90	12	1	6	1
14.	Finland	1987-89	28	—	3	—

15. France	1988-89	13	3	—	—
16. G.D.R.	1988-90	16	—	—	3
17. Greece	1987-89	53	—	3	—
18. F.R.G.	1986-88	75	253	7	—
19. Hungary	1988-90	10	—	12	5
20. Iran	1986-88	38	1	4	—
21. Iraq	1987-89	33	—	9	—
22. Jordan	1987-89	30	—	3	—
23. Italy	1987-89	28	—	3	16
24. Kenya	1986-88	33	—	6	—
25. DPR Korea	1987-88	—	—	—	—
		780	360		

S. No.	Country	Year of C.E.P.	Radio Programmes		TV Programmes		
			Sent	Received	Sent	Received	
26.	Korea (BOK)	1987-89	42	1	1	1	
27.	Mauritius	1987-89	595	—	134	—	
28.	Mexico	1988-90	21	—	7	3	
29.	Mongolia	1987-89	24	—	—	3	
30.	Morocco	1985-87	—	—	—	—	
31.	Maldives	1987-89	30	—	—	—	
32.	Norway	1987-89	3	—	6	1	
33.	Nigeria	1987-89	21	—	—	—	
34.	Netherlands	1986-88	28	5	3	3	
35.	Poland	1987-88	68	3	2	—	
36.	Portugal	1985-87	33	11	—	—	
37.	Qatar	1985-87	209	—	4	—	
38.	Philippines	1985-87	(No item concerning AIR/TV)				—
39.	Romania	1983-85	20	—	—	—	
40.	Syria	1987-88	75	—	7	2	

41. Sudan	1987-89	28	—	—	—
42. Spain	1986-88	41	—	3	—
43. Tunisia	1988-90	15	—	—	—
44. U.A.E.	1986-88	29	—	4	2
45. U.S.S.R.	1987-88     1989-90	—   —   196	82	39	42
46. Uganda	1987-89	26	—	—	—
47. Yemen (PDR)	1987-89	11	—	2	—
48. Yugoslavia	1987-89	283	17	12	21
49. Yemen (Arab Republic)	1986-89	1	—	—	2
50. Zimbabwe	1987-90	6	—	—	—
		—	1805	—	—
			119		



2.119 The Committee take note of the active role being played by AIR in the formulation and implementation of the activities of various International fora related to broadcasting. AIR is also providing manpower, technical expertise and training facilities to Third World Countries.

2.120 The Committee observe that AIR has about 150 countries on its mailing list to which various types of programmes are supplied for broadcast. However, AIR has Cultural Exchange Agreements with only 62 countries to whom items of Indian Music alongwith explanatory notes in English are sent regularly on quarterly basis. The Committee think that the Cultural Exchange Agreements are more comprehensive and beneficial in so far as dissemination of great Indian tradition in music is concerned. They, therefore, desire that Government should initiate action in consultation with other agencies concerned to enter into such agreements with more countries that are on its mailing list, so that this exchange takes place on a wider basis.

2.121 From the details submitted by the Ministry regarding Cultural Exchange Programmes with other countries a very unbalanced picture emerges. While the Ministry asserts that the principles underlying such exchanges are strengthening of mutual ties, expanding areas of co-operation and closer acquaintance with other's culture, sharing of knowledge, expertise and advancements in various fields, the picture that emerges is entirely different. The Committee note that in very few cases the principle of reciprocal exchange can be applied to. To give a few instances, while 138 Radio programmes were sent to Afghanistan, non was received thereagainst. In case of Bahrain 83 programmes were sent to them while only 4 programmes were received from them. In case of Yugoslavia only 17 programme were received as against 283 programmes sent to them, No programme has been received from Mauritius in lieu of 595 programmes sent to them. Likewise Qatar has not sent us any programme as against 209 programmes sent to them. In all 2585 radio programmes have been sent to various countries as against the receipt of only 479 programmes under various Cultural Exchange Programmes. The Committee are of the considered opinion that this almost one-way traffic in regard to radio programmes cannot help in achieving the requisite degree of cultural exchange for which they are actually planned. The Committee, therefore, desire that the exchange of radio programmes should be on a more realistic basis in order to make it really meaningful by making available benefit of cultural heritage of their countries of the Indian audience.

### **M. External Services**

2.122 AIR started its first external service at the outbreak of the Second World War to counteract radio propaganda from Germany and other hostile powers directed at Asian countries. When the war ended, the incidence of daily broadcasts by this service was progressively reduced as it was thought by the British Government that there was no further need to broadcast propaganda material. The incidence of daily broadcast was reduced from 74 to 31 by early 1947. As the country gained independence, it was expected that the external service would be rejuvenated keeping in view the changing situations in Asia and the world; but that hope was belied by a new policy of the Government that gave priority to Home Services and failed to do justice to the External Service. The Government of the day failed to realise the importance of carrying to the world outside, the political and economic policy of the Government and its national aims, "it was only after the Chinese aggression in 1962 there was a belated realisation that external services have to be strengthened."

2.123 Today, the External Services Division of AIR broadcasts programmes for 72 hours and 55 minutes each day in 23 languages for listeners in different parts of the world. The target areas to which the external broadcasts are addressed include West, North East and South East Asia, Australia, East, West and North West Africa, UK, West Europe, USSR and the Indian sub continent and extend in all to 54 countries. However, the North and South America, Carribean Islands, Fiji etc. are totally beyond the reach of the External Services.

2.124 The foreign language broadcasts comprise 29 transmissions for 32 hours and 55 minutes a day. All are daily services of varying durations. Arabic programmes account for 3 hours 15 minutes, Chinese, Swahili, Sinhala and Pushtu for 2 hours each, Persian for 1 hour 30 minutes. The duration of General Overseas Service in English is for 9 hours and 30 minutes. It is on the air in four transmissions directed to different parts of the world.

2.125 Overseas broadcasts in seven Indian languages are radiated in 21 transmissions a day, for a total duration of 40 hours.

2.126 The services in Hindi (which include the Gulf Service also), in Tamil and in Gujarati are directed to Indians overseas, while those in Urdu, Bengali, Punjabi and Sindhi are meant for the listeners in the Sub-continent and the bordering countries. The Urdu service is broadcast in 3 transmissions for 12 hours and 15 minutes daily. The Bengali service is beamed for 6 hours and 45 minutes. The Punjabi and Sindhi services are

radiated for 2 hours each. Every language service is in the form of a composite programme.

2.127 The General Overseas Service is beamed to listeners abroad in West Europe, UK, South and North-East Asia, Australia, New-Zealand, North and West Africa.

2.128 Every language service in the External Service of AIR is a composite programme comprising news, commentary, record of the Indian Press, Magazine programmes and newsreel, talks and discussion, interview features and documentaries, besides music of the target areas and Indian music. The programme composition of each language service is stated to be approximately as follows:-

(i) News	15%
(ii) Commentary/ Press review	15%
(iii) Spoken-word/ Features playlets etc.	10%
(iv) Music	60%

2.129 The objectives of these programmes have been spelt out as under :

1. To inform the outside world of the strides the country is making in different spheres of activity
2. To present India's point of view on current events.
3. To project the country's democratic, socialistic and secular ideals and its policy of friendship, peace and non-alignment.
4. To stimulate interest in its art & culture. External Broadcasts are also desired to serve as a link with the people of Indian origin living or settled abroad.

2.130 The Ministry has stated that no audience survey has been made for the External Services. But, it points out, "letters and reports from the different organisations do indicate that the services have sizable listenership".

2.131 Admittedly, no audience research has also been carried out by the media unit to get necessary feedback on various components of the programme fare such as talks, interviews, discussion, music etc.

2.132 But, according to the Ministry, 'External Services Division receives a huge volume of consolidated letters, an indicator of the interest generated by our broadcasts among the target audiences. About 30,000 letters are received every month.'

2.133 The Committee have been informed that the External Services Division brings out a monthly programme Journal, 'India Calling' in English and quarterly folders in 10 foreign languages, namely, Arabic, Burmese, Chinese, Dari, French, Indonesian, Nepali, Pushtu, Swahili and Tibetan. The publications are supplied free to overseas listeners.

2.134 External Services Division supplies recordings of music, spoken word and other programmes to about 150 countries and foreign broadcasting organisations under cultural exchange agreements and AIRs Programme Exchange agreements.

2.135 In addition, External Services Division of All India Radio supplies relevant news material pertaining to India to various foreign broadcasting organisations. To help the listeners select the programmes of interest to them, AIR brings out a quarterly bulletin giving details of radio programmes available for supply.

2.136 The Committee have been informed that the External Services Division of AIR broadcasts programmes for 72 hours and 55 minutes each day in 23 languages, covering in all 54 countries in West, North, East and South East Asia, Australia and the Indian Sub-Continent. The Committee, however, are dismayed to note that no such facility extends to the South and North America, Fiji and the Caribbean Islands, because of their being beyond reach. The Committee feel that as these broadcasts are desired to serve as a link with people of Indian origin settled or living abroad, immediate steps should be taken to cover the Caribbean Islands and Fiji, as a sizable part of population there is of Indian origin.

2.137 In so far as extension of these services to North and South America is concerned the Committee are of the firm opinion that the vilification campaigns launched by a few disgruntled elements, warrant immediate steps for establishment of these services so that the majority of Indian people living there are apprised of actual position prevailing and are not fed on distortions and half-truths. The Committee feel that it is high time that the Ministry realised the importance of these broadcasts as the most vocal, and effective ambassadors of the country's cause. They also feel that any investment made towards the extension of this service would be fully justified if it enables the people of those countries to be properly educated.

2.138 The Committee find it surprising that no audience survey has been conducted by the Ministry regarding the impact of External Services broadcasts and the Ministry has drawn sketchy conclusions about 'Sizable listenership' etc., from the letters received by it. The Committee desire that in order to make improvement in the qualitative performance of these services, an audience research be carried out systematically, covering all the aspects of the broadcasts like presentation, timing of broadcasts, quality of reception, viewers' interest, topicality, periodicity etc., so that the results are incorporated in the future broadcasts to make them more meaningful and effective. To start with, such a research should be carried out in a few selected countries. The Committee would like to be apprised of developments in this regard.

#### *N. Audience Research*

2.139 The Audience Research Unit of AIR caters to the research requirements of the entire network of Akashvani including the Commercial Broadcasting service and the External Services Division. It provides as stated by the Ministry, qualitative and quantitative feedback on audience size and composition, reaction of listeners to various aspects of the programmes and assesses their impact on the target audience. It forms the basis for remedial action in programme planning and scheduling, in the qualitative improvement of the programme fare and for policy formulation. The Unit also maintains reference data to cater to the demands of various wings of the Directorate and individual stations.

2.140 There are 20 Audience Research Units at different stations, mostly located at the State capitals. There are also four Mobile Units, functioning at the zonal stations, viz. Delhi, Bombay, Calcutta and Madras. Besides, there is a separate unit at Bombay for the Commercial Broadcasting Service. During the preceding three years, that is, 1985-86, 1986-87 and 1987-88, the Audience Research Unit of the All India Radio carried out 203 field studies in addition to a number of weekly feedback studies, panel surveys, mail surveys and analysis of listeners letters. The break up is as follows :

1985-87	41 field studies
1986-87	103 field studies
1987-88	59 field studies.

2.141. These field studies pertained to subjects like study of effectiveness of AIR, Nagargoil, as a local Radio Station, listenership of party political broadcasts in Assam during Assembly election, Women's

programmes, the performance of the Hindi and English News Readers, Farm and Home broadcasts of Radio Kashmir, Srinagar etc. etc. The main purpose of these studies is to work out general listenership indices or popularity ratings of various programmes of a station and to assess the listeners' opinion on the qualitative aspects of the special audience and other individual programmes.

2.142. Asked by the Committee to give details about the study, if any, conducted by the AIR or any outside agency commissioned by it, on the credibility of AIR as a professional media unit both inside the country and abroad, the Ministry has informed the Committee that during the preceding three years, AIR has received three study reports dealing with the popularity or effectiveness of the medium.

2.143. The first study entitled "Evaluation of Media reach and effectiveness", was published by National Institute of Health and Family Welfare, New Delhi in 1985.

A country wide study was assigned to the following six institutions in the country :

- (a) National Institute of Health and Family Welfare, New Delhi.
- (b) International Institute of Population Studies, Bombay.
- (c) Population Centre, Bangalore.
- (d) Population Research Centre, Lucknow.
- (e) Gandhigram Institute for Rural Health and Family Planning, Anna District.
- (f) Population Research Centre, Patna.

2.145. The study brought out the fact that radio was the most effective medium of communication both in the rural and urban areas as far as family planning messages were concerned. Its programmes generated considerable interest among the audience. The second study presented by the International Institute on Population Studies, Bombay, in a seminar at Bombay in 1986, reached more or less similar conclusions. Its findings related to Bombay city. The third one entitled "Study of Central and Regional News Bulletins of AIR" was conducted by the Indian Institute of Mass Communication, New Delhi in 1988.

2.146. The Ministry has stated that by and large the findings of the study were complementary to AIR. The recommendations for improvements, though in consonance with the policy, objectives and future plans

of AIR, called for augmentation of the infrastructural facilities, both in terms of hardware and manpower as the available resources were already being utilised to their optimum capacity.

2.147. The Committee think that there is much room for improvement in the audience research of the AIR. It is not as extensive as it ought to be. Sometimes, studies/surveys are conducted by newspapers/Advertising agencies about the broadcast programmes which, the Committee desire, should be taken note of by the Audience Research Unit. The Committee are of the opinion that the media units should carry on the system of commissioning outside agencies for doing research/survey about their programmes as that would carry more conviction and credibility.

## CHAPTER-III

### DOORDARSHAN

#### *A. Organisational set-up*

3.1. Known as Directorate-General, Doordarshan, the headquarters of Doordarshan is headed by a Director General who is responsible to the Ministry for the working of Doordarshan as its executive head. The Director-General is assisted by an Additional Director-General and three Deputy Director-Generals on Administration and Finance side, three Additional Director-Generals and Five Deputy Director Generals on programme side, including news and current affairs, Commercial and Marketing and an Engineer-in-Chief and four Chief Engineers on Engineering side.

3.2. The field formations consist of Kendras HPTs, CPTs, VLPTs and MCs. The Kendras of Doordarshan are headed by a Director and the High Power Transmitters and Maintained Centres each by a Station-Engineer. There are about 5-6 LI under each Maintenance Centre. The staff pattern at programme production centres and TV relay centres is on the following lines :

#### *(a) Programme Production Centres*

Each programme production centres is headed by Director who is, in respect of programme work, assisted by officers of the rank of Deputy Director of Programme and Assistant Station Director and other supporting programme staff, viz. producers programme executives, etc. On the administration and accounts side, the Director is assisted a Depty Director of Administration or a Senior Administrative Officer on an Administrative Officer and other supporting clerical staff. For the purpose of maintenance and operation of the equipment, the Kendras are provided with the services of a Superintending Engineer and or Station Engineers and other Engineering staff. The Kendras which put out news bulletins are, in addition, provided with News Editors and Correspondents drawn from the Indian Information Service and News Producer recruited by Doordarshan and assisted by Reference Officers Librarians in order to elicit viewers' reaction to programmes and for the purpose of making a systematic study of viewing habits, an Audience Research Officer is also poste at Doordarshan Kendra. He is assisted by tabulation clerk etc.



The number of posts at various levels at a Kendra depends upon its size and programme output. However, in all cases, the majority of the programme production staff is proficient in the language and culture of the region in which the Kendra is situated. A quarterly schedule of programmes is prepared by the Kendras after a careful planning and consultation with the Kendra as also with specialities from outside.

(b) *TV Relay Centres*

A high power TV relay centre is headed by Station Engineer and assisted by Assistant Engineers and other non-gazetted Engineering staff. The work at low power TV relay centres is handled by an Assistant Engineer supported by non-gazetted Engineering staff. However, on an average, a cluster of five low power TV relay centres is supervised by an officer of maintenance Centre.

3.3 The Ministry has stated that the eligibility criteria and procedure of appointment to the post of Director-General and removal/transfer of the incumbent are same as those applicable in the case of Director General, All India Radio. Like the Director General; AIR, Director General of Doordarshan acts as Head of the Department and has been vested with the powers vested in a Ministry excepting those relating for creation of posts, write off losses and reappropriation exceeding 10% of the budget provision from one head to another.

3.4 As in the All India Radio, so in Doordarshan as well, the average tenure of the incumbents to the Office of Director General has been less than two years. In the last thirteen years since 1976, the year it was made a separate department, Doordarshan has seen no less than 6 Director General, including the present incumbent, out of which at least three have been from the administrative services.

3.5 The Committee wanted to know whether the present system of having both professionals and non-professionals heading the media unit needed any change. The Ministry replied in the negative.

3.6 Asked to comment on the recommendations of the Joshi Committee that the Director General should be a person "with a distinguished record in communication" and "of such acknowledged professional eminence that no question to worry about career prospects should arise in the event of his having to resign if the functional and professional autonomy of Doordarshan is interfered with", the Ministry gave the following reply :

"The Director General, All India Radio and Director General, Doordarshan are inter alia, required to superwise the overall functioning of various wings to these two media respectively such as programme wing, Engineering wing, Administrative wing, etc. Thus a person holding the post of Director General is not only required to possess communication skills but also administrative and managerial skills.

The existing recruitment rules are adequate to enable Government of India to find, suitable persons with requisite experience and capability to manage the two media."

3.7 Asked whether the present incumbents for the post of Director General in both Doordarshan and AIR had distinguished record in social communications, the Secretary of the Ministry of Information and Broadcasting, stated during the evidence :

"I have got on both sides my colleagues and I mean no disrespect to them, because they are both not only eminent but great administrators also. But the fact is that if you are the head of a very vast empire like AIR or Doordarshan, you should have not only communication skills but what is also most important, you need administrative skill. Because, you have to be a Professional Manager. Just as people of our general services-people like me-need not become very good professional managers. To say that for Doordarshan and AIR it would suffice if they have got tremendous skills only in social communication, is not correct. This is our perception. They should also have administrative ability and skills. Having said that, people who come there, they are brought not only for their social communication skills but also for their administrative experience, because man-management ultimately is very important. I do not have to quote Napoleon to you that they have to be capable and lucky also. Our Recruitment Rules thus take into account their effective communication skills plus their administrative experience."

3.8 Since the year 1976, the year Doordarshan was made a separate department, Doordarshan has had six Director-Generals including the present incumbent, and out of which at least three have been from the administrative services. Asked to point out whether the present system of having both professionals and non-professionals for heading the media unit needed any change, the Ministry has replied in the negative. While agreeing that persons

holding the post of D.G should have administrative capability, required as they are to preside over "vast empire" like the AIR and Doordarshan, the Committee emphasise that managing media such as AIR/Doordarshan is a very different from managing law and order situation in a territory or implementing economic plans and policies in a government department, and unless a person has training and long experience in the field of social communication, no matter how good and efficient administrator he is, he would surely fail to do justice to the role he is expected to perform as the Head of the media unit. In this connection they refer to the recommendations of the Joshi Committee that the Director-General, Doordarshan, should be a 'person with a distinguished record in social communication- and of such acknowledged professional eminence that no question to worry about career prospects should arise in the event of his having to resign if functional and professional autonomy of Doordarshan is interfered with, "which they think deserves to be considered in depth. The Committee are of the view that more than anything else, continuity and persistence are needed to consider the selection of Director-General who should be able to project objectively the functioning of this media. They also feel that like Director-General, AIR, the post of Director-General, Doordarshan, should be manned by a professional rather than a generalist as far as administratively possible.

### *B. Net-Work*

3.9 Television started in India with the introduction of an experimental service at Delhi in 1959; regular general service started in 1965. The development of Television broadcasting in the country proceeded at a very slow pace during the first two decades because of inadequate appreciation of its role and consequent low investments. Television in India witnessed a phenomenal change during the VIth Plan period. The year 1982, during which Colour TV and National networking were introduced besides establishment of 20 low power transmitters for providing wide coverage of IXth Asian Games, has to be considered as a turning point in the history of Television broadcasting in India. A special T V. Expansion plan envisaging establishment of 13 high power and 127 low power TV transmitters, besides the schemes already approved under the VIth Plan, aiming at extension of TV Coverage to about 70% population of the country was launched in 1983. In all, 154 additional Transmitters were set up during the VIth Plan period.

3.10 Today, Doordarshan has grown into a fullfledged mass media unit providing TV service to 72.5% of the population covering an area of 49.5% of the country. The infrastructures owned and maintained by Doordarshan include, among other things, Programme Production Centres

(PPCs), TV Relay Centres, High Power Transmitters, (HPTs), Very Low Power Transmitters (VLPT), Research and Development Centres, Staff training Institutes, etc.

3.11 A table indicating state-wise coverage by Doordarshan both in terms of population and area as on 26.12.1988, and on completion of the VIIth Five Year Plan, respectively is given below :—

#### TV COVERAGE

S. No.	State/U.T.	Existing as on 26.12.88		On compl. of the VII Plan Scheme.	
		% Area	% Pop.	% Area	Pop.
(1)	(2)	(3)		(4)	
1.	Andhra Pradesh	49.70	65.70	66.00	77.00
2.	Arunachal Pradesh	5.00	14.60	13.00	48.00
3.	Assam	57.10	66.60	73.10	80.80
4.	Bihar	71.20	75.00	91.50	91.30
5.	Goa	100.00	100.00	100.00	100.00
6.	Gujarat	58.50	71.00	72.00	73.90
7.	Haryana	96.6	98.5	96.6	98.5
8.	H.P.	31.29	50.40	37.40	60.80
9.	J & K	25.30	89.00	25.60	89.70
10.	Karnataka	39.50	52.70	57.40	66.50
11.	Kerala	83.50	85.70	83.50	85.70
12.	Maharashtra	39.40	59.20	65.30	78.40
13.	M.P.	34.6	45.5	62.30	68.10
14.	Manipur	30.40	57.30	31.80	59.40
15.	Meghalaya	59.37	68.9	94.60	97.20
16.	Mizoram	10.50	26.40	61.00	80.00
17.	Nagaland	37.90	37.30	68.50	80.00

1	2	3	4	5	
18.	Orissa	40.80	55.80	68.20	73.80
19.	Punjab	99.00	99.00	99.00	99.00
20.	Rajasthan	27.4	48.1	59.10	65.50
21.	Tamil Nadu	86.90	86.70	87.80	88.10
22.	Sikkim	28.10	60.20	77.40	95.00
23.	Tripura	93.30	93.30	93.30	93.30
24.	U.P.	73.1	85.1	78.30	92.00
25.	West Bengal	94.30	95.10	94.30	95.10
<i>Union Territories</i>					
1.	A & N Islands	*	57.90	*	99.00
2.	Chandigarh	100.00	100.00	99.50	99.50
3.	Dadra & Nagar Havli	40.00	43.60	40.00	43.60
4.	Delhi	100.00	100.00	100.00	100.00
5.	<i>Daman &amp; Diu</i>				
	(a) Daman	100.00	100.00	100.00	100.00
	(b) Diu	100.00	100.00	100.00	100.00
6.	<i>Pondicherry</i>				
	(a) Pondicherry	100.00	100.00	100.00	100.00
	(b) Mahe	100.00	100.00	100.00	100.00
	(c) Yanam	—	—	100.00	100.00
	(d) Karaikal	100.00	100.00	100.00	100.00
7.	Lakshadweep Islands	*	82.50	*	99.00
<b>National</b>		<b>50%</b>	<b>72.8%</b>	<b>67.20%</b>	<b>82.80%</b>

\* Individual Island areas not available.

3.12 As may be apparent from the table given above, the spread of television in various states has been uneven and will remain so even after the completion of the plan period over 90% of the population of various States such as Goa, Haryana, Meghalaya, Punjab, Sikkim, Tripura, UP and West Bengal will be covered, in states such as Arunachal Pradesh, Manipur, M.P., Rajasthan, Orissa etc. the coverage would be less be less than 70%.

3.13 Asked about the reasons for the uneven coverage of States by Doordarshan and the measures taken by them to rectify the situation, the Ministry has stated :—

“Radio service is by and large available uniformly throughout the country. However, there is some imbalance in the distribution of TV Services in the country. This is rather inevitable in view of the fact the expansion of TV services has been a recent phenomenon. The thrust during the initial phase of expansion of TV network was to cover areas of large population which resulted in some imbalance in the TV coverage in various States depending upon the distribution of population in the country. With a view to rectifying this situation, the VII Plan, of Doordarshan lays considerable emphasis on extension of TV services to remote, hilly, backward, border and sparsely populated areas. The overall objective is to provide TV service throughout the country but as it requires mobilisation of vast resources, it can be undertaken only in a phased manner depending upon the availability of the funds.”

3.14 Responding to the question of the Committee as to the criteria for setting up of TV Centres, the Ministry has stated as follows :—

- (i) Setting up of Transmitters at places so as to provide TV coverage to maximum possible number of people.
- (ii) Availability of TV coverage from transmitters in the adjoining areas.
- (iii) Location of TV transmitters at selected places to provide coverage to sensitive border areas.
- (iv) Location of TV transmitters to cater to remote, sensitive, hilly backward and tribal areas.”

3.15 The Committee wanted to know about the coverage of TV in border and strategically vulnerable areas of the country. While the

Ministry agreed that there still existed such places on the border areas where foreign TV signals could be received but were not covered by any of the Doordarshan Kendras, they pointed out that steps were being taken to provide TV services in these areas. The representative of the Ministry stated during evidence :

"I would say that the coverage of the border population is a very high priority area, which is receiving attention; but it requires a large amount of resources, because it is not a densely-populated area. So, we are our best, within our resources."

3.16 According to the information supplied by the Ministry, Doordarshan has at present in its network, programme production centres at fourteen places, namely, Delhi, Bombay, Calcutta, Madras, Trivandrum, Bangalore, Hyderabad, Ahmedabad, Rajkot, Nagpur, Lucknow, Gorakhpur, Ranchi, Cuttack.

3.17 Asked whether there was any plan for the transformation of relay transmitters into modest Doordarshan Kendras with programme making capacity on a modest scale, the Ministry has stated that the Working Group on Software for Doordarshan (Joshi Committee) had also recommended to provide for decentralised programme production facilities and to set up such facilities at all low power TV transmitters operating in Doordarshan's network. After a careful consideration of this recommendation, it was decided to accept it in principle subject to the fact that there were several practical difficulties in providing such facilities at every transmitter location. There are in some districts more than one transmitter and in some areas where there are high power transmitters, there is one transmitter for the hilly region and to have a Production Centre at each transmitter does not, therefore, appear to be feasible. Besides, it will be a very expensive proposition and it is not possible even to have sufficient manpower available in the country at the moment. The solution, therefore, lies in identifying compact homogeneous areas which should serve as units, from the point of view of developmental needs as well as socio-economic cultural characteristics; and establishing a properly equipped Programme Production Centre at a suitable location in such an area and disseminating the local programmes so produced over the entire area, if necessary with the help of an array of relay transmitters linked to the Programme Production Centre. It is relevant to mention that the proposals in the VII Plan of Doordarshan for establishing new Programme Production Units are in line with the spirit of this recommendation.

3.18 Elaborating on the issue, a representative of the Ministry further stated during the evidence :

"To set up a studio is a very costly proposition. There is constraint of resources because the Government is not giving all the money that we require. Doordarshan has evolved several types of programme production facilities. The biggest type is called the studio and with slightly less facilities it is called programme Generation Facility. Within the Seventh Plan, all the three types will be installed. I will request the E-Ia-C, Doordarshan to indicate the location of these studios i.e. the programme Generation Facility and the Programme Production Centres all over the country because it would be better if we take the full view of the whole country."

3.19 Asked by the Committee as to whether the Ministry was giving priority to areas which were falling behind national average (in terms of Programme Production facilities), a representative of the Ministry stated as follows during evidence :

'As far as the studio facility is concerned, we go State-wise. They are in the alphabetical order. In the case of Andhra Pradesh, we have already installed one PPC at Hyderabad. We are setting up a Programme Production Facility at Vijayawada. In the State of Assam, we have got this facility at Guwahati. It is going to be upgraded into a permanent set up. We are having programme Production Centres in the North-Eastern States. In addition to that, we will be setting up studio facilities. In the State of Assam, we will be setting up the PPC at Dibrugarh and Silchar."

3.20 According to information supplied by the Ministry, the existing TV facilities and schemes under implementation and consideration in the border areas in the country are as follows :



## TV CENTRES IN BOROER AREAS

Border Area	Existing TV Facilities	Schemes under Implementation	Schemes under Consideration
1	2	3	4.

1. NORTH WESTERN  
BOROER STATES

(i) J&amp;K

TV Centre, Srinagar  
(10 kw Transmitter & Studio  
HPTs at Jammu & Poonch  
LPTs at Leh & Kargil  
VLPT at Rajouri

VLPTs at Kupwara  
& Killothran

Programme Generation  
Facility (PGF) Centre  
at Jammu.

i. Augmentation of existing 10  
KW Transmitter at Poonch to  
20 KW.

ii. Playback facilities at Poonch.

iii. Augmentation of existing 10  
KW transmitter at Jammu to  
20 KW with 300 tower at new  
site.

iv. Augmentation of LPT at Leh to  
HPT (1 KW) and establish-  
ment of additional six VIPTs  
in Ladakh

(ii) Punjab	TV Centre, Jalandhar (10 KW transmitter & Studio)	LPT. Gurdaspur	Augmentation of existing 10 KW transmitter at Amritsar to 20 KW with 300 metre tower at new site.
(iii)	HPTs at Amritsar & Bhatinda LPT at Pathankot LPTs at Ganganagar, Bikaner, Jaisalmer, Barmer & Suratgarh	HPTs with 300 metre towers at Barmer and Jaisalmer. playback facilities at Barmer	ii. HPT (10 KW) at Fazilka. i. 2×10 KW transmitter at Barmer instead of 10 KW transmitter approved at present. ii. 2×10 KW transmitter with 300 metre tower at Anupgarh (Ganganagar)
(iv) Gujarat	LPT at Bhuj	HPT with 300-metre tower at Bhuj.	iii. Playback facilities at Jaisalmer and Anupgarh (Ganganagar)

**NORTHERN BOROER**

(i) U.P.	TV Centre, Lucknow (10 KW transmitter & studio) HPT with Programme Generation Facilities at Gorakhpur	HPT with Programme Generation Facilities at Barcilly LPT at Puranpur	VLPTs at Gangotri &
	LPTs at Pithoragh, Nainital.		

1	2	3	4
	Bahraich, Dooria, Lakhimpur and Tanakpur VLPs at Manakpur. Goposhwar and Haldwani	Uttarkashi.	
(ii) Bihar	HPT (1 KW) at Muzaffarpur	Programme Generation Facilities at Muzaffarpur	
	LPTs at Purnia & Bettiah	HPT at Kishor LPTs at Sitamarhi, Madhubani, Forbesganj, Motibhar and Saharsa	
(iii) Himachal Pradesh	VLPT at Kyealong	VLPT at Kalpa	
<b>EASTERN BOROER</b>			
(i) West Bengal	HPT with Studio facilities at Calcutta	Programme generation facilities at Silliguri LPTS at Kalimpong & Alipurduar	Augmentation of 10 KW transmitter Kurcong to 20 CW.
	LPTs at Maldah, Baiurghat and Darjiling.		

(ii) Assam	HPT with Studio facilities (interim) at Guwahati. HPT at Silchar	TV Studio Centre at Guwahati LPG at Kokrajhar Regional Programme Production and Footing Centre at Guwahati.
(iii) Tripura	LPT at Tezpur HPT at Agartala	Studio Centre at Silchar. Studio Centre at Agartala Augmentation of existing 10 KW transmitter at Agartala to 20KW with 30 metre tower.
(iv) Sikkim	LPT at Gangtok	HPT (1KW) with Programme Generation Facilities at Gangtok VLPTs at Mangan & Gyalebiang.
(v) Meghalaya	LPTs at Tura, Shillong and Jowai	HPT (10KE) with Studio facilities at Tura HPT (1KW) with Studio facilities at Shillong VLPT at Nongstoina.
(vi) Arunachal Pradesh	LPT at Itanagar and Passighat. VLPTs at Along and Namsai	HPT (1KW) with Studio facilities at Itanagar LPT at Itanagar

10KW transmitter and Playback Facility at Cherrapunji.

	VLPTs at Bomdilla, Roing Chinglang, Debrhoi, Kohima, Tawang, Ziro, Seppa, Anini, Basar, Dirang, Hydissang, Miao and Raga Studio Centre at Imphal HPT (1KW) at Charechond- pur		
(vii) Manipur	HPT (1KW) at Imphal		
	LPT at Tuensang		
(viii) Nagaland	HPT (1KW) at Kohima		HPT (15W) at Moko- tchung
	LPT at Tuensang		VLPT at Mon
(ix) Mizoram	LPT at Aizawal		HPT (1KW) with studio facilities at Aizwal HPT (1KW) at Lungloi. VLPT at Saiba

**VIPT at Lunolei**

Besides the above, a high power (10KW) transmitter with 300 metre tower is under implementa-  
tion at Raitshwaram in Tamil Nadu for provision of TV service to areas in the South  
receiving signals from Sri Lanka.

3.21 At present, second channel of Doordarshan is available at the four metropolitan cities of Delhi, Bombay Madras, and Calcutta only. The main objective of the second channel is stated to be bringing about emotional integration among different ethnic, religious and linguistic groups in these metropolitan cities and provide them an opportunity for cultural expression.

3.22 The Committee desired to know whether the Ministry had received any representatives from the public or the State Governments for setting up Second Channel in their respective areas, and if so, whether the Ministry planned to set up Second Channel at least at one TV Centre in each State. The Ministry has stated :

“Requests have been received from some State Govts. for introduction of Second Channel in their respective areas also. The VIIth Plan of Doordarshan, however, does not include any scheme for introducing this service from any other place as the service is essentially meant to cater to the variegated demands of cosmopolitan nature of population in the metropolitan cities only.”

3.23 While pointing out about the reported owners of illegal cable TV network in the country, the Committee wanted to know whether the Ministry was aware that illegal TV relay centres using high antenna dish-equipment and powerful frequency converters have come up in many parts of the country and that TV owners at some places have complained of frequent interruptions in Doordarshan Programmes. In reply the Ministry has stated as follows :

“Reports have been received from time to time about the existence of Cable TV Networks operated by private entrepreneurs in different parts of the country. It has also been reported that such networks interfere with Doordarshan's transmissions in the vicinity. The cable TV networking is an activity which falls under the purview of Indian Telegraph Act administered by the Ministry of Communications. A detailed proposal has been made to the Ministry of Communications to strengthen the existing provision in the law so as to help better regulate the establishment of these networks.”

3.24. Since 72.5% of the total area was covered by T.V. net work, about 5 lakh villages fell in this area. The Ministry was asked to work

out the costing of providing TV Sets in all these five lakh villages. The representative of the Ministry stated :

“The cost of the sets alone will come to about Rs. 500 crores. We have to have a bigger screen for the Community Sets. On the small screen, hardly 20-25 persons can watch. We have to make provisions for 200 persons. The cost of such a set with a big screen is about Rs. 10,000.

Secondaly, this matter was discussed in detail at the Information Minister's conference held in the year 1985. There the consensus emerged was that the supply of signals will be made by the Ministry of I & B where the sets should be supplied by the State Governments”.

3.25 Another representative of the Ministry subsequently added :

“I would submit that as far as the Central thesis propounded by the Hon. Member is concerned viz. that the larger the number of sets that people have, the more fruitful will be our effort to make them aware of the Socio-economic conditions of the country, we will be able to participate in the developmental activities. There are no two options in this respect. The question we should discuss here is how the people will be enable to get television sets”.

3.26 The Committee note that due to paucity of resources some of the boarder and strategically important areas of the country are not covered by any of the Doordarshan Kendras. However, in some of these areas foreign TV signals are received which, the Committee feel, will be perpetrating hostile propaganda against India. The Committee are of the considered view that the constraint of resources should note come in they way of providing the facility of TV in such areas. so that it is possible to counter effectively such propaganda. The Committee, therefore, desire that Ministry should chalk out a programme to cover all such areas with Doordarshan programmes of any of the Kendras on a priority basis. The Committee may be apprised of the concrete steps taken in this regard.

3.27 The Committee are unable to appreciate the imbalance in the distribution of T.V. services in the country. Whereas by the end of Seventh Plan period, over 90% of the population of States like Goa, Haryana, Meghalaya, Punjab, Sikkim, Tripera, UP and West Bengal is likely to be covered in States such as Arunachal Pradesh, Manipur, Himachal Pradesh,

Rajasthan, Orissa etc. the coverage is expected to be less than 70 per cent. The Committee would like the Ministry to remove this imbalance by covering the maximum percentage of population in remaining States.

3.28 The Ministry should chalk out a programme to provide TV service throughout the country under a time bound programme. Due priority should be given to the allocation of funds for this purpose.

3.29 The Committee also desire that to cover a large number of Doordarshan Programmes as also to provide a wider variety to the audiences, which could also be cultivated to compete with the programmes on the first channel, second channel of TV should also be set up in more States. This can also be considered to generate more resources from advertisements. The Ministry should consider the request of states for setting up of second channel of Doordarshan in their states and take appropriate steps to set up the second channel in a phased manner.

3.30 The Committee note that Cable TV networks are created by private entrepreneurs in different parts of the country which interferes with the Doordarshan's transmissions in their vicinity. A detailed proposal is stated to have been made to the Ministry of Communications to strengthen the existing law so as to help in better regulation of the establishment of these networks. The Committee desire that the matter may be pursued vigorously with the Ministry of Communications and appropriate steps taken with due promptitude.

### *C. Programme Services.*

3.31 At present Doordarshan provides a three tier service to viewers, namely, (1) National Service (2) Regional or Primary Service and (3) Second channel service at four metroplis.

3.32 A common 'National Programme' for a duration of 155 minutes between 8.40 p.m and 11.15 p.m on all days of the week except holidays and Saturdays when it goes upto midnigha is telecast from Delhi which is carried by all the transmitters in the country. However, Madras and Kodia-i-Kanal Kerdras take the National programme from 9.00 p.m.

3.33 Programmes in the National service include, apart from two news bulletins-one in Hindi and one in English items such as art, music, dance, and talks/discussions on current events, etc. A number of programmes of entertainment sponsored, produced and presented by eminent producers are also telecast. The following table indicates the total time allotted by National programmes daily :-



**Total time allocated for Telecasting National Programmes (Per Day).**

<i>Programmas</i>	<i>Duration in. Mts.</i>	
1. National Programme.	—8.40 PM to 11.25 PM—155 Mts.	Relayed on all days by all Kendras except Madras which telecasts News in Tamil from 8.40 pm to 9.00 pm.
2. National Network Programme.	—7.00 AM to 8.00 AM — 60 Mts.	Relayed on all days by all Kendras.
3. National Network Programme.	—1.45 PM to 4.00 PM — 135 Mts.	Telecast on every Saturday from Delhi and Relayed by all Kendras.
	9.00 AM to 12.30 PM	Telecast on only Sundays by all Kendras
	1.15 PM to 7.25 PM	except Madras which telecasts feature film in Tamil from 5.45 PM to 8.40 PM.
	7.55 PM to 8.40 PM	
	8.05 PM to 8.40 PM	Telecast by all Kendras on very Wednesday.

3.34 When asked whether significance of particular day was brought out in the morning transmission as out of 365 days in a year, about 200 days have their own significance, religious political regional or International significance and one or two minutes should be spent to explore the significance or the background of that particular day, the Secretary of the Ministry stated during evidence :—

“We have done it on one or two occasions. We have taken note of your suggestion.”

3.35 Asked why Madras and Kodai-Kanal Kendras of Television did not telecast Hindi News like all other Kendras and transmitters in the country, the representative of the Ministry of Information and Broadcasting said during evidence :—

"I can only provide a very lame replay that it is a historical fact and a decision was taken that instead of Hindi, Tamil will be telecast there. Beyond this I cannot say any thing else."

3.36 Of late, Doordarshan has introduced one-hour long afternoon transmission w.e.f. 26.1.1989 on regular basis. The responsibility for originating the Morning Transmission has been given to the Doordarshan Kendra, Delhi, and the coordination work for putting out the Afternoon Transmission has been given to Doordarshan Kendra Bombay. In order that the Kendras could share the burden of additional transmission equally.

3.37 The Ministry has informed that a separate Cell has been created at Doordarshan Kendra, Bombay with one of the Deputy Directors of Programmes as incharge of it in addition to his/her duties. The Deputy Director Programmes is assisted by an Assistant Station Director and two to three Producers exclusively earmarked for the After Noon transmission Cell. The fixed point chart has been worked out with the approval of the Director General and the whole transmission is conceived to cater to women, pre-school children and aged people. In a addition informative programmes on cultures and traditions of India and also entertainment programmes of music and dance are included in it.

3.38 Asked whether a feasibility study was conducted to find out in what kind of programmes senior citizens and house-wives were interested before the introduction of the afternoon transmission, the Ministry has stated :—

"Yes Sir. MRAS-BURKE, a marketing research agency was asked by Doordarshan to attach certain questions on their continuous TV Viewership Audit wherein interviews are conducted everyday of the year to as certain viewership of TV programmes. The questions asked were relating to preferred time slot in the afternoon, type of programmes people would like to watch and their duration. The findings of the feed forward study revealed that majority of the respondents desired film/ film based programmes in the afternoon tele menu, followed by programmes on famous stories, household tips, child care and development, sports/sportsmen, wild life."

3.39. The Ministry has also informed that Doordarshan would undertake an all India survey in the month of April, 1989, on Afternoon programmes telecast from Monday to Friday.

It is noticed that both in the National Network programmes in the morning and evening National Programmes there is no mention about the newly introduced National Network Programme from 1.45 PM to 2.45 PM.

3.40 Morning transmission of Doordarshan which was started with effect from 23rd February, 1987 is relayed by all Kendras in the National Network. The morning transmission which used to be telecast recently from 7 A.M. for 8 A.M. in the morning has been extended by 15 minutes i.e. upto 8.15 A.M. w.e.f. 15.12.1988. The transmission includes two news bulletins one in Hindi and other in English for ten minutes each. In addition, items included in the transmission are scripts, interviews with significant personalities and programmes on physical fitness and economic matters.

3.41 Asked whether it was not desirable to make Doordarshan programmes interesting, lively and professional rather than to opt for extending the service at the cost of the quality of the programmes, the Ministry has replied as follows :—

"It is always the desire and effort of Doordarshan to make programmes interesting, lively and of professional quality. In fact Doordarshan has always been trying to achieve these goals by diversifying its programme production assignments among its own staff as well as outside producers. The extension of transmission time has therefore, not been done at the cost of quality of the programmes."

3.42 The Second tier programmes offered by Doordarshan are the regional programmes, which originate from respective state capitals and are produced in respective languages of States. A Table indicating daily duration of regional programmes telecast from different Kendras of Doordarshan is given below :—

**Daily Duration of Programmes from Kendras (As on 31.7.1988)**

*Kendras Regional Programmes*

Sl. No.	Kendras	Mon. mts.	Tues. mts.	Wed. mts.	Thus. mts.	Fri mts.	Sat. mts.	Sun. mts.
1	2	3	4	5	6	7	8	9
1.	Delhi-A	175	175	140	175	175	175	80

1	2	3	4	5	6	7	8	9
2	Delhi-B	120	120	120	120	120	120	120
3	Bombay-A	175	175	140	175	175	280	80
4	Bombay-B	120	120	120	120	120	120	120
5	Calcutta-A	160	160	125	160	160	190	20
6	Calcutta-B	60	60	60	60	60	60	60
7	Madras-A	210	210	175	210	210	210	255
8	Madras B	120	120	120	120	120	120	120
9	Lucknow	160	160	125	160	125	190	20
10	Jalandhar	220	220	185	220	220	220	80
11	Srinagar	190	190	155	190	190	190	80
12	Ahmedabad	130	130	95	130	95	190	20
13	Hydrabad	160	160	125	160	160	220	80
14	Bangalore	130	130	95	130	130	160	80
15	Gorakhpur	35	35	35	35	35	35	Nil
16	Trivandrum	70	70	70	130	130	90	20
17	Ranchi	40	40	40	40	40	40	—
18	Nagpur	140	105	105	140	110	245	80
19	Cuttack	160	160	125	160	125	160	—
20	Guwahati	40	40	40	40	40	40	20
21	Jaipur	70	130	95	130	95	DR	DR
22	Rajkot	35	35	35	35	35	35	—

3.43 The National and regional Programme apart, Doordarshan also provides a third tier of programmes on the Second Channel service currently in operation in the metropolitan cities of Delhi, Bombay, Madras and Calcutta.

3.44 Asked whether the programmes telecast on this channel were geared to the objective of "bringing about emotional integration among different ethnic, religious and linguistic groups in the metropolitan cities

and to provide them an opportunity for cultural expression" or were mere duplicates of the programmes telecast on first channel, the Ministry has replied that it is not correct to say that programmes telecast on second channel are simply a repetition of the programmes telecast on the primary channel. On the contrary the programmes of the second channel have been devised to suit local metropolitan and suburban viewers and also to provide alternative programming for regional language viewers. The programmes of this Channel take up local civic problems and highlight cultural activities in the service area. There are, however, instances where certain programmes telecast on primary channel are repeated on the second channel and vice versa but this practice is resorted to as a matter of design to suit the programme requirement. The second channel at the metropolitan cities has therefore a distinct identity of its own.

3.45 Replying the question of the Committee as what measures are taken to improve the quality of the programmes on this Channel, the Ministry has stated that due care is taken to improve the quality of programmes telecast on the second channel. It has been Doordarshan's consistent endeavour to provide quality programmes in this service. The themes and the format of programmes telecast on this channel are continuously reviewed and improved upon so as to provide the viewers with varied choice.

3.46 While the Committee welcome the steps taken by the Ministry to expand its programmes, they are of the considered view that the Doordarshan should concentrate on improving the quality of its present programmes. Any quantitative expansion should not be at the cost of quality. It is imperative to impart professionalism in news gathering and reporting. Efforts also need to be made by the Doordarshan to make its own serials, which could provide purposeful entertainment to the people.

3.47 They also note that for the recently introduced afternoon transmission the details of the programmes are not given in the mornings and evenings in the National Network National programme. It is considered essential to give such information to senior citizens and housewives for whom this programme is intended.

3.48 They are also of the view that in morning transmissions significance of important days which have religious, political, regional or international importance should be spelt out for a minute or so. This would broaden the mental horizons of viewers about individuals, places etc. and would also result in better dissemination of knowledge about various regions, religions, etc. in the country.

3.49 The Committee notice that programme of live coverage of important events are very rare unlike the practice in developed countries where such coverage is on a much wider scale. It seems desirable to increase the frequency of such programmes as this would impart objectivity and realism to Doordarshan programmes.

*News and Current Affairs Programme.*

3.50 One of the essential functions of Doordarshan is to provide adequate and authentic information to its viewers. The telecast of news and current affairs programme, therefore, forms an important part of its programme journal. They occupy a big chunk of its total telecasting time.

In the National Programme to news bulletins, one each in Hindi and English of 20 Minutes' duration, are telecast every day simultaneously by all the transmitters, except Madras and Kodia-Kanal in so far as Hindi bulletins are concerned during which period they telecast news bulletins in Tamil. The morning transmission telecast on National Network also includes News Bulletins in Hindi and English for a duration of 10 minutes each. These two bulletins are relayed by all the transmitters in the country. These news bulletins apart, 13 Kendras of Doordarshan telecast news bulletins in their respective languages for fifteen minutes each. The name of these Kendras are :-

- |                       |                  |
|-----------------------|------------------|
| 1. Sinagar            | : Urdu, Kashmiri |
| 2. Jalandhar          | : Punjabi.       |
| 3. Delhi (Channel II) | : Hindi          |
| 4. Lucknow            | : Hindi          |
| 5. Guwahati           | : Assamese       |
| 6. Calcutta           | : Bengali.       |
| 7. Hyderabad          | : Telgu          |
| 8. Madras             | : Tamil          |
| 9. Trivandrum         | : Malayalam      |
| 10. Bangalore         | : Kannada        |
| 11. Bombay            | : Marathi        |
| 12. Ahmedabad         | : Gujarati       |
| 13. Cuttak            | : Oriya.         |

3.51. In addition, a weekly news bulletin for fifteen minutes duration at 1.15 pm, on Sundays have been introduced on the National network with effect from 15th November, 1987 for the benefit of persons who have impaired hearing. Special arrangements are also made by Doordarshan to cover important events within the country.

3.52 The main source for collecting news is from UNI, PTI in English and Varta Bhasha in Hindi. Besides, there are AIR, PIB, Press releases from State Government, Public Sector undertaking and other sources.

3.53 To supplement Doordarshan's own system of Visual news gathering, the services of 19 Visual T.V. News Agencies have been enlisted to diversify and enrich the visual coverages. These agencies have been asked to concentrate in areas where Doordarshan's own resources are inadequate. Besides, all Kendras are also utilizing the services of Stringers empanelled in their respective areas. The selection of stringers is done by the Kendras per the recommendation of the Empanelment Committee of Stringers.

3.54 For procuring visuals from foreign countries, Doordarshan has arrangements with the following two agencies :-

- (a) Visnews based in London, from whom stories are bought on contract for a period of one year.
- (b) Asia Vision is an inter-governmental news exchange package with the South Asian and far eastern countries. Only satellite booking charges are being borne in this case.

3.55 Delhi Doordarshan receives two visnews feeds from London daily. The duration of the feeds varies from 20 to 30 minutes. All major international happenings are normally received through Visnews. It also supplements the AVN feeds on major stories.

3.56 Doordarshan also receives two Asia Vision feeds-AVN 1 and 2 on a regular basis. The duration of the feeds is ten minutes.

3.57 Doordarshan used to have all news posts in the staff Artist category in the initial stages. Suitable persons were appointed on short/long term contract. News Correspondent Editors were the staff Artist in the scale of pay (prerevised) Rs. 1100-1600. The other supporting staff consisted of Asstt. News Editors and Reporters. Similarly, for the news

production Asstts (News) were sanctioned in the staff Artist category, appointment to these posts was made mainly by direct recruitment through open advertisement based on the Recruitment Rules prescribed for the purpose. Suitable promotional avenues were also provided. Under the 1982 scheme of regularisation of staff Artists, the incumbents of two staff Artist posts of TV News Correspondent/News Editors have since opted to become regular Government servants and declared as such on 6.3.1982.

3.58 The bulk of Staff Artists posts of News Editors/Asstt. News Editors was encadred in the Indian Information Service/Central Information Service. This was done with a view to obtaining the services of persons with experience/expertise in TV/News/Journalism. These posts are spread over all the 18 Kendras of the Directorate. The appointment/selection is made/done through the UPSC based on Recruitment Rules framed. Ministry of I & B is the cadre controlling authority. Their postings/transfers are also decided by the Ministry. Keeping in view the overall requirement of the media units.

3.59 Recently, pursuant to the recommendation of the Joshi Committee and to strengthen the TV news set-up, 5 News Correspondents/Asstt. News Correspondent/Asstt. News Editors have been appointed in Doordarshan initially on short term contract. They are expected to combine journalism and production expertise. Specialized training is being imparted to give them this expertise. On completion of training, these journalists will be posted to the 14 News originating stations. They are required to be in the field and feed reporter based stories in Hindi/English to the Central News Room in Delhi. They will be assisted by a Camera Team.

3.60 Apart from News bulletins, Doordarshan also telecasts talks, interviews, discussions on current affairs in the fields of politics, economics, science, medicine, etc. and on the problems of the country. These programmes along with news bulletin make for about 22% of its total telecast time.

3.61 The Ministry has informed that Guidelines framed by the Media Advisory Committee are followed by Doordarshan in production and presentation of its news bulletins. The guidelines framed by the said Committee lay down, *inter alia* as follows :-

- (i) The reporting of the news has to be factual accurate and objective and only such views as make news should place in news-broadcasts,



- (ii) Such news story should be judged strictly on the basis of its news value.
- (iii) In selection of news, AIR and Doordarshan should be guided by the highest possible professional standards.
- (iv) News should be treated factually and objectively and where necessary background to the events and happenings should be provided to help place such events and happenings in proper perspectives.
- (v) News should satisfy the highest criteria of accuracy and responsibility.
- (vi) People's participation in developmental activities and also the significant work being done by voluntary agencies should be highlighted.
- (vii) Ministerial statements and policy matters, particularly those of the Prime Minister, and implementation of Government Programmes should be given proper place in the news. The focus should be in information rather than on individual.
- (viii) In reporting on political controversies, the broadcast media should be guided by objectivity and fair play. Due representation of differing views should be the aim.
- (ix) In the choice of international events, the objective should be to keep the people informed of development in international field.

3.62 Delhi, being the capital city and nerve centre of political, social and cultural activities, many functions/fairs/exhibitions, etc., do take place here round the year. So, is true, by and large of several State capitals in the country. The Committee wished to know the criteria, if any, set for governing such events. The Ministry stated as follows :-

"The statements, speeches and engagements of political leaders are covered by AIR/Doordarshan strictly on the basis of their news value and wide public interest. This is done irrespective of party affiliations of the political leaders. Similarly various functions/fairs/exhibitions etc. organised in the capital and other places are adequately covered generating in public interest and newsworthiness."

3.63 Asked whether the Ministry received any requests/complaints from central Ministers in regard on the coverage of their activities by the media units, the Ministry stated, "Intimations from Ministers in regard to coverage of their activities are duly taken note of, on merit."

3.64 The Committee drew the notice of the Ministry to a ruling of the Bombay High Court in the 'Indira Jai Singh' case. In that case, the plaintiff, one Ms. Indira Jai Singh, a social worker from Bombay, was invited by Doordarshan to give her views on certain problems of topical interest. And when Doordarshan telecast a Programme Purporting to give different shades of opinion on the problem in question, the views of the petitioner were committed allegedly because, they were critical of the Government's activities.

3.65 Considering the petition of Ms. Indira Jai Singh, the honourable Justice of Bombay High Court ruled that when a citizen was interviewed, on invitation, by the media unit, he had the right to express his views freely and any censorship or distortion of his views would violate the Right to free speech guaranteed by Article 19 (a) of the Constitution. "Paucity of time cannot justify the whole omission of subject" the honourable Justice stated.

3.66 Asked about its reaction to the ruling of the High Court in aforesaid case, the Ministry has stated that "the judgement has been brought to the notice to all AIR stations/Doordarshan Kendras for guidance and compliance."

3.67 Pointing out that in order that the news bulletins and other current affairs programmes of Doordarshan meet the highest standards of accuracy and objectivity, it was essential that there existed total lack of fear in the minds of persons who produce them, the Committee wanted to know whether such a condition existed in the news set up of Doordarshan and if it was so, how did the Ministry ensure that. In its reply the Ministry has stated that the two media unit enjoy fully functional autonomy which promotes an atmosphere of impartiality and objectivity at all levels.

3.68 Interested as they were in the popularity of the news/current affairs programmes of Doordarshan, the Committee enquired whether studies/viewership surveys were done by the Audience Research Unit of Doordarshan or any outside agency commissioned by it. In its reply, the Ministry, while admitting that "no specific studies/surveys have been done by Audience Research Unit or an outside agency on News and

Current Affairs Programme," has stated that in the weekly surveys undertaken by MRAS BURKE on Doordarshan programmes, viewing of news was substantially high.

3.69 The Table below gives the viewership of Samachar (8.40 P.M.) the News (9.30 p.m.) and the Current affairs programme, as found by the study conducted by MRAS-BURKE.

**Viewership of Samachar (8.40 P.M.), & The News (9.30 p.m.) Current Affairs Programme**

(Figs in % ages)

Centre Day	Samachar	News Current Affairs
1	2	3
<i>November 1st week</i>		
<i>All India Average :</i>		
Saturday	42	23
Sunday	48	18
Monday	44	24
Tuesday	43	22
Wednesday	49	19
Thursday	44	23
Friday	46	18
<i>November 3rd week</i>		
<i>All India Average</i>		
Saturday	34	40
Sunday	22	13
Monday	36	20
Tuesday	35	15
Wednesday	37	17
Thursday	37	17
Friday	36	23

05 (Aaj Kal)

05 (Focus)

01 (Aaj Kal)

*November 4th week  
All India Average*

Saturday	36	21	
Sunday	34	15	06 (Focus)
Monday	39	22	
Tuesday	37	24	
Wednesday	39	16	09 (Aajkal)
Thursday	35	21	
Friday	37	22	

Source : MRAS-BURKE TV Viewership Audit for November, 1988.

**Viewership of Samachar and the News in Morning Transmission**

(Figs in % ages)

Center	Samachar	The News
Delhi	68	37
Jaipur	63	25
Bombay	43	27
Hyderabad	40	45
Madras	24	35
Calcutta	47	40
Trivandrum	17	48
Jalandhar	76	33
Srinagar	32	29

Source : Survey on Morning Transmission—September, 1988.

3.70 Regarding the methodology used by the Agency, the Ministry has stated as follows :—

“MRAS has organised a panel of 160 viewers each at Bombay, Calcutta, Delhi, Madras and Bangalore. The sample Survey

has adults in the age range of 15.55 years, in households with monthly income of Rs. 750/- per month. Agency selected 8 areas in each city. Random starting address with in each area; age/income/sex quotas allocated to each interviewer. Method adopted for collecting viewership data is personal in home interviews. 24 hours recall method wherein respondent is shown a programme card of the previous day."

3.71 The Ministry has further stated that in the study done by Audience Research Units on Morning Transmission in September, 1988, 2675 respondents at 9 cities were picked up from randomly selected TV households and were interviewed by trained part-time interviewers at the door steps, with the help of structured question naire. The Report of the Joshi Committee which examined in greater detail the various programmes shown Doordarshan, has been very critical of the News and Current Affairs programmes telecast by Doordarshan. It says :—

"It is a pity that a television system which is not only publicly funded but is also directly run by the Government, on the ground that this is necessary to make television serve the purpose of development in the direction of socialisms, should show so little orientation towards the common people in its news and current affairs programmes.

Doordarshan news needs to be gathered and presented from perspectives not only of the government, the ruling party and the urban well-to-do, but also of the many other economic, social, cultural and political groups who constitute the nation."

3.72 Pointing out the deficiency in the existing system, it further observes :—

"Even if much larger financial resources are made available to Doordarshan for its news wing, little difference will be made to the quality of the news and current affairs programme unless there is a new type of relationship between the Information and Broadcasting Ministry and Doordarshan with appreciation of the urgent need of functional autonomy for Doordarshan on the part of Sastri Bhawan and of social accountability on the part of officials and functionaries of Doordarshan. While the former have to show greater respect for professional ethics and quality of presentation of news and current affairs, the latter have to show much greater

awareness of social objectives, developmental processes and national challenges."

3.73 Emphasising three conditions, namely, "(i) team work between members of a professionally competent news crew, (ii) adequate resources of personnel, equipment and transport and operational flexibility in deploying them, and (iii) a higher quality of management which understands the above two requirements and adheres to a news and current affairs policy appropriate to a large country, democratic and developing and with a wide diversity of language and life patterns.", the Committee have spelled out a number of measures to make these programmes fit enough to "attract and hold the active interest of the viewers." The recommended measures include, *Inter alia*, the following ones :-

- (a) establishment of a separate cadre in replacement of CIS officers where TV journalists could be recruited only on merit.
- (b) supplementation of Doordarshan's own coverage by non-official agency to increase the visual coverage;
- (c) Experimentation with TV Journalists as newscasters. and news readers as reporters and interviewers.
- (d) Ensuring that each news unit is self-contained in terms of personnel, equipment, etc. and entrusting the news and current affairs operation in the hand of a person who reports directly to the Director-General etc.

3.74 Asked whether the Ministry accepted all the recommendations made by Joshi Committee, and if it was so, what-steps had been taken pursuant to them, the Ministry has replied as follows :-

"The Working Group on Software for Doordarshan had recommended establishment of a separate cadre in replacement of of CIS offices where TV journalists could be recruited only on merit. It was also recommended that each news unit should be self contained in terms of personnel, equipment and other facilities and that a large number of stringers in far flung areas be appointed with adequate remuneration. The Working Group had also suggested that PTI's proposal for audio visual coverage for Doordarshan should be accepted.

After careful consideration of the matter, the Government have decided to accept this recommendation in principle. It is,

however, relevant to point out that this can only be a long term project as development of separate news cadres takes time. The Government also have accepted that within the available resources, each news unit should be self contained in terms of personnel, equipment and other facilities. It is in fact in pursuance to this recommendation that it has been decided not only to provide each news or-originating Kendars with adequate and skilled manpower for collection of news but also to deploy dedicated news teams adequately equipped with State-of-art equipment required for collection of news. The action to procure the required equipment has been initiated.

The recommendation about greater utilisation of stringers in far flung areas and enhancement of remuneration to them is already under implementation. Also, PTI is already providing coverage for TV news."

3.75 News and current affairs programme form an important part of the Doordarshan programme Journal and accordingly occupy a big chunk of its total telecasting time. Apart from News Bulletins of varying durations in several languages, Doordarshan also telecasts from time to time and at regular intervals, programmes of varying durations on current affairs, both domestic and international. No specific survey/study, however, has been made by Doordarshan to gather the reaction of the people to such programmes. According to information supplied by the Ministry, all that Doordarshan has done is to conduct a few panel surveys in some selected cities. Even these surveys indicate that the viewership to the news and current affairs programme is far from satisfactory. The Committee recommend that Doordarshan should carry-out extensive surveys studies regarding its news and current affairs programmes and carry out necessary modifications accordingly.

3.76 The Committee note that sometimes important news items are not covered but activities which have relatively little news worthiness are given undue coverage. They cannot but reiterate the recommendation of the Joshi Committee that "Doordarshan news needs to be gathered and presented from perspectives not only of the Government, the ruling party and the urban well-to-do, but also of the many other economic, social cultural and political groups who constitute the nation".

3.77 They should appreciate that graceful acceptance of criticism endears the people, or, at least generates reluctant admiration. It is imperative to impart objectivity and professionalism in giving news and in all programmes relating to current affairs, as un-inhabited and frank discussions

on topics of national interest between eminent persons holding divergent views will enable the audience to have a better appreciation of the point at issue and will ultimately be in the national interest.

3.78 The Committee desire to emphasise that in order that the news programmes of Doordarshan meet the highest standards of accuracy and objectivity, it is essential that there exists total lack of fear in the minds of persons who produce them. The Committee would like the Ministry to examine the matter and take appropriate steps in this direction.

*E. Intext Service*

3.79 Doordarshan introduced Intext Media (Teletext) three years ago to disseminate information on current affairs, sports events financial matters, arrival and departure timings of Indian Airlines flights and that of Railway trains. This and other public utility information which earlier could only be known with the help of a Decoder is now being made available without the instrument. It is beamed at Channel-II for viewers on and around Delhi at pre-fixed transmission timings. Each page of the INTEXT remains for about 30 seconds on the screen in a cyclic picture made rolling automatically.

3.80 Category-wise details of the information telecast on Teletext are given below :

(a) News Headlines, News Details, Sports News, Press Today (Selected headlines from newspapers), CITYINFO (Public utility information) and Through-the window (human interest story of the day).

(b) Share Review, Stock Market : Delhi, Bombay, Madras, Calcutta, Ahmedabad, Forward Trading, Commodities, Bullion and Silver Rates and Foreign Exchanges.

(c) Indian Airlines (Delayed Flights), Indian Airlines Arrivals, Indian Airlines Departure (Entire Day's schedule) Vayudoot Arrivals and Vayudoot Departures.

(d) Indian Railways Delayed Arrivals and Departures Railways Arrivals, Railway Departures and Inner-State Bus Service.

(e) Weather Temperature and Rainfall, Forecast, National Climate Data.

(f) India At-A-Glance, Tourist spots, Hotels and Conducted Tours.

(g) Engagements. Music Dance, Drama, Exhibition and TFAI today.



(h) Doordarshan Highlights, AIR National Channel Highlights, Akashvani Highlights and Cinema.

(i) Super Bazar Rates, Fire Calls, Hospital Emergencies, Police Help, International Dialing Codes, Demand Trunk Service (Inland), National Pin Codes and General Information.

(j) Intex information covers a wide spectrum of topics with the objective of providing public utility information.

3.81 Asked to state the steps taken by Doordarshan to further improve the Tele-text service, the Ministry has given the following information :—

(a) There has been consistent endeavour to bring about improvements in the contents of the Teletext information and its presentation. Recently, flow of information has been stepped up with the installation of PTI scan interfacing equipment, Indian Airlines PC and augmentation of other sources of information. Special emphasis is given to speedy updating of information received from different in-put points. Meaningful graphics with suitable colour combination have also been created, to support textual information in order to make the pages attractive for viewers. Conscious efforts have been made to popularise teletext service by regular announcements between television programmes.

(b) Constant discussions are held with Senior officials representing Departments of Electronics, E. T. & T. Indian Airlines, Air India, International Airports Authority of India, Railway and Delhi Stock Exchange with a view to further strengthen the existing arrangements with teletext service so that the areas of information coming from their departments could be enlarged. This exercise is part of endeavour to enlarge. This exercise is part of endeavour to bring about improvements as an on-going process.

(c) A suggestion that as in the case of Railways the Indian Airlines reservations position could also be transmitted through intex is being explored. The response of IA is awaited.

(d) The possibility of Air India and IAAI to work out a system by which teletext service could be fed with information regarding Air India and other international flights timings on the lines of Indian Airlines has also been explored. But such an arrangement would be useful only if the flights coming or going after mid-night until early morning are shown. This could be taken up as and when Teletext transmission is extended in the night.

(e) Plans have been finalised to broadcast railway's reservation position for select trains from Delhi. Trial runs have been completed from Intext Unit to the Northern Railway Computer Centre. This is to be an on-line transmission. The service is intended to cater to the needs of very large number of railway users looking for seats/berth reservations. If this succeeds, on-line updating arrangements for arrival and departure of trains could be also be taken up.

(f) The textual information being broadcast on the system remains muted which tends to become monotonous. In order to break the monotony back ground music-without-words has been introduced to go with the text. Introduced on trial basis, the experiment promises to be successful which would, eventually, contribute to the popularity of the service.

3.82 The committee commend the Intext service introduced by Doordarshan to disseminate information in current affairs, sports events, financial matters and other important public utility requirements viz. arrival and departure timings of Indian Airlines flights and that of Railway trains. This benefit is however, confined to the viewers in and around Delhi only. The Committee desire that all efforts should be made to cover the viewers in all parts of the country in a phased manner and under a time-bound programme.

3.83 The suggestions regarding transmission of position about reservations in respect of Indian Airlines and Railways need to be considered with due promptitude. The Ministry should take up the issue with Indian Airlines and Railway Authorities at an appropriately high level and take urgent steps for transmission of such information which will provide a much-needed respite to the passengers.

#### *F. Parliamentary Coverage.*

3.84 Doordarshan telecasts "*sansad samachar*" in Hindi and 'Parliament News' in English for a duration of 10 minutes each in its national programme at 9.50 p.m. and 10.30 p.m. respectively when Parliament is in session. On the eve of every Parliament Session, Doordarshan also telecasts a programme, 'Issues before Parliament', where both the Members of the Ruling Party and opposition parties, express the view-points on the issues and subjects to be discussed in both the Houses.

3.85 The Ministry has informed that "the experienced journalists covering Parliament for news papers and news agencies are booked for writing the scripts of '*Sansad Samachar*' and 'Parliament News', and that

different people, and not the same person, are asked to prepare the English and Hindi versions of Parliament news respectively.

3.86 Asked why the media unit commissioned outside journalists to prepare the Parliament news instead of deploying its own correspondents there, the representative of the Ministry stated during evidence :

“It was considered and it was felt that balance of advantage will lie in giving it to some body else so that the problem of credibility may not arise. It was felt in respect of sensitive parliament news if you have somebody from Doordarshan to do that the bias may creep in.”

3.87 To the query of the Committee as to whether there were any guidelines for covering Parliamentary proceedings and whether monitoring was done regularly, the Ministry has stated the guidelines have been laid down by the Government for the purpose and regular monitoring is done. The representative of the Ministry further stated during the evidence :

“Yes Sir, There is a check over people who write. We have about 60 on the list both for Hindi and English. The script is given in advance. This is checked by a very senior news correspondent or the Joint Director of News in News Room itself.”

3.88 Asked why adequate coverage was not given to the ‘Question Hour’ in Parliament and only one or two questions were picked up and not all the questions asked, the witness pleaded that it would not be possible to do so in view of the limited time available for the purpose.

3.89 The Committee note that adequate coverage is not being given to the reports presented by Parliamentary Committees. They feel that these reports cover exhaustive and comprehensive subjects concerning socio-economic aspects of the country and therefore they should be duly publicised.

#### *G. Sports-Broadcast*

3.90 In addition to the live telecast of sports events, Doordarshan broadcasts sport programmes in the fixed frequency as given below :—

##### *(A) National Network*

(1) World of Sports	90 mts.	Sunday (weekly)
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*(b) Regional/Local Telecast*

Every Doordarshan Kendra is telecasting in the regional language, 20 to 30 mts. weekly programme on regional sports events and subjects of topical interest. INSAT Kendras like Gorakhpur, Ranchi, Rajkot and Nagpur Kendras are also telecasting sports programmes of 15 minutes each once in a month.

*(C) Sponsored Programmes*

Doordarshan has been telecasting sponsored serials on sports from time to time. The Ministry has informed that Doordarshan prepares a yearly calendar for coverage of national and international sports events. Events not covered by the calendar are also some times taken keeping in view the interest and relative importance of the event. The criteria adopted for selecting sports events for live coverage are that the event is popular and interesting.

3.91 Asked whether it was true, as alleged, that the media unit was promoting cricket at the cost of other games, the Ministry has stated :

“There is a general impression in the minds of the people that Doordarshan devotes all its energy for the coverage of Cricket, Tennis and Badminton. But the fact remains that Doordarshan during the years has given importance for the coverage of various sports disciplines like Hockey, Volleyball, Football, Archery, Kabbadi, Kho-kho, Cycling, etc. Doordarshan paid the full attention for the coverage of the various national/international events in other disciplines as well and the same amount of production efforts was involved for their coverages.”

3.92 Reminding that “Cricket is a game which extends over a larger span of time than other games,” the Ministry has informed that of the total hours of sports coverage made by Channel I (Network), 183 hours were devoted to Cricket.

3.93 The Ministry has stated that contrary to general impression that Doordarshan is promoting cricket at the cost of other games, Doordarshan is giving due importance to coverage of various sports disciplines like Hockey, Volleyball, Football, Archery, Kabbadi, Kho-kho, Cycling etc. It has also

been stated that of the total hours of sports coverage made by Channel 1 (network), 183 hours were devoted to cricket.

3.94 The Committee note that while covering one-day and five-day test matches of cricket the normal schedule of programmes on Sundays is disturbed causing a lot of inconvenience to the public. They recommend that the fixed programmes on Doordarshan on any particular day, especially Sundays, may be disturbed to the minimum for the sake of telecasting such matches which are in any case watched by only a segment of the total TV viewers in the country.

#### *H. Doordarshan : Education Broadcast*

3.95 The medium of television has been used for educational purpose right from its introduction in 1959. The present use of television for educational purpose is detailed below :

##### *(i) Educational TV (ETV) Programmes*

The ETV programmes are general enrichment nature. i.e., they are not school curriculum based. They consist of separate programmes for primary school children of two age groups, viz. 5-8 years and 9-11 years. These are telecast for five days a week, programmes for the Sixth day (Saturday) being for teachers training. They account for approximately 13% of the total transmission.

Originally, it was envisaged that the ETV Programmes under the INSAT Scheme would be available only in the selected 3 district clusters. At present, however, they are put out from Delhi via. INSAT in six selected states namely, Maharashtra, Andhra Pradesh, Orissa, Uttar Pradesh, Bihar and Gujrat in time-sharing mode from 0900-1245. Moreover, the ETV programmes in Hindi (meant for the 3 district clusters each of U.P. and Bihar) are also relayed by all TV transmitters in the other Hindi speaking States of Rajasthan, Haryana and Himachal Pradesh.

The responsibility of production of ETV programmes lies with the Department of Education and Ministry of Human Resources Development.

The telecast timings of the programmes languages wise are as follows :

Telugu	9.00 a.m.	—	9.45 a.m.
Hindi	9.45 a.m.	—	10.30 a.m.
Oriya	10.30 a.m.	—	11.15 a.m.
Marathi	11.15 a.m.	—	12.00 noon.
Gujarati	12.00 noon.	—	12.45 p.m.

*(ii) School TV (STV) Programmes*

School Television Programmes are syllabus-oriented and are directly related to the school curriculum. The lessons are prepared in consultation with the Departments concerned of the States. These programmes are, at present, being put out by Doordarshan Kendras at Delhi, Bombay, Srinagar and Madras on school working days for a total weekly duration of about 13 hrs.

*(iii) Higher Educational Programmes*

From August, 1984 Doordarshan started telecasting programmes on Higher Education through INSAT-1B on all College working days from 12.45 pm to 1.45 p.m. Repeat of these programmes also commenced w.e.f. 16.2.1985 between 4.00 p.m. to 5.00 p.m. same day. These programmes are not curriculum based but are designed as enrichment inputs. The programmes are relayed by all Doordarshan transmitters in the country. The responsibility of planning production and procurement of these programmes lies with the UGC.

*(iv) Adult Education Programmes*

Programmes on adult education form an important ingredient of Doordarshan transmission. Programmes produced for special target audience like rural youth, women, labourers, etc. are essentially adult educational programmes. These programmes are basically non-formal in nature and have direct relevance to adult education including removal of illiteracy among country's masses.

3.96 There programmes are being telecast on regular frequency. Doordarshan producers and researchers are in contact with agencies dealing with adult education at the Centre and the State. Development of software for adult education programmes is the responsibility of the Directorate of Adult Education under the Ministry of Human Resource Development. Besides, all full-fledged DDKs are putting out Adult Education programmes with varied frequency in their respective regional languages. In addition, Doordarshan also telecasts general enrichment type programmes and special programmes for target audience like industrial workers farmers, etc.

3.97 Doordarshan is also providing help to the Department of Education and the Department of Adult Education of Ministry of Human Resource Development for providing media support to the National Literacy Mission (NLM) launched on 1.5.88.

3.98 Asked about perspective expansion of educational programmes, the Ministry have stated that the software development of these ETV programmes lies with the Ministry of Human Resource Development. Requests have been received from Indira Gandhi Open University and others; they have been offered time.

3.99 The Committee note that Education TV (ETV) programmes are broadcast only in 6 selected States via INSAT- They desire that efforts should be made to broadcast the ETV programmes in all the States.

3.100 The Committee feel that school television (STV) programmes which are at present being broadcast by Doordarshan Kendras at Delhi, Bombay, Srinagar and Madras only should be extended to other areas as well.

3.101 They are of the firm opinion that as the most effective mass media, Doordarshan can play an important role in distance education, which is one of the goals of the National Education Policy, 1986. The Committee desire that urgent steps should be taken to start this programme from all the Kendras in consultation with the Department of Education, in the Ministry of Human Resource Development.

3.102 The requests which are stated to have been received from Indira Gandhi National Open University and others should considered on an urgent basis and adequate steps taken to broadcast their programmes from all the Doordarshan Kendras.

#### *I. Sponsored Serials*

3.103 Doordarshan telecasts a variety of programme, some of which are produced and sponsored by private parties and offered to Doordarshan for telecast. There are also programmes/serials which are financed by Doordarshan and outside producers are commissioned by Doordarshan for producing them.

3.104 The scheme of sponsored serials was started in the year 1984. Doordarshan has telecast quite a few serials since then. The Committee have been informed that besides the National Network, Sponsorship Programmes are telecast on Regional Kendras also. Delhi (Ch. I and II), Bombay (Ch. I and II), Calcutta (Ch. I & II), Madras (Ch. I & II), Hyderabad, Bangalore, Trivandrum, Ahmedabad, Lucknow, Jalandhar and Srinagar Kendras at present telecast ads and sponsored programmes.

3.105 Doordarshan Commercial Service at Delhi accepts Booking for National Network and all Kendras. The sponsorship of Doordarshan

Programmes for Regional Kendras are also handled by Doordarshan Commercial Service. Facilities are also available at individual Doordarshan Kendras to accept bookings of sports and sponsorship alongwith programmes of their own Kendras.

3.106 The procedure to be followed for approval of the proposals for sponsored programmes has been stated to be as under :

“After concepts of the proposed programmes including synopsis and complete script of one of the episodes are approved, Producers are requested to produce a Pilot and on the scrutiny and approval of pilots by the Screening Committee, only then a sponsored programme or serials is approved. The producers are then asked to submit four episodes. Time-slotting of the Programme is done only after that. Once the serial has commenced, the producer is required to provide Doordarshan with four episodes at any given time. These programmes are carefully previewed and any improvement/change or corrections, if required, are got done from the producer concerned before the actual telecast takes place.”

3.107 Doordarshan introduced a new scheme for Selection of Sponsored serials in 1987. In accordance with this scheme, Doordarshan invited applications from creative people in the field of art and films for registration with Doordarshan as producers and directors for production of TV serials for Doordarshan. An advertisement to this effect was given in Sept., 1987 in the national dailies and the last date for receipt of applications was 30th October, 1987. Publicity was also done on Television. In response to this, more than 5,000 applications were received.

3.108 The Committee have been informed that these applications have since been scrutinised by a selection Board duly constituted by Government and final lists are under preparation.

3.109 The Committee wanted to know the criteria, if any, followed in accepting-rejecting proposals for sponsored programmes. In reply, the Ministry stated that a duly constituted Selection Committee, consisting of both official and non-official members, examines the proposals for sponsored programmes keeping in view the thematic treatment and Doordarshan's requirement in a particular category over a given period of time. A three-tier system of scrutiny, appeal and review has been introduced to streamline the selection procedure. Under a revised scheme for empanelment of producers/directors introduced in 1987, a Selection Board with officials and eminent non-officials was constituted by the Government.



3.110 Speaking further on the criteria for selecting serials for Doordarshan, the representative of the Ministry said during the evidence :-

“We have certain guidelines for the selection of the serials. In brief, the Selection Committee keeps in view. *inter alia* the need to promote basic social and cultural values like human unity and harmony, equal respect to all religions, rejection of violence, communal rivalries and tension, liberation from superstition and prejudices; project the rich cultural diversity of the country; and use the media in such a way that it can help inculcating in the growing generations the right kind of values, outlook and standards.”

3.111 Asked whether the Ministry agreed that some serials were totally out of the scope of these principles, the representative of the Ministry submitted as follows :

“The basic question is that unless there is entertainment value behind that, people switch off their TV or switch off their mind from the TV. So entertainment becomes important. What we have to do is that we have to educate, inform and motivate people through the medium of entertainment and not at the cost of small value. If we see the whole idea behind any serial, certainly there is some philosophy or the other in that.”

3.112 In this connection the Secretary of the Ministry further added :-

“The problem here is this. The most important thing is that while you are thinking in terms of entertainment, it should not be de-based entertainment but at the same time, it is very difficult to draw the dividing line as to how do you convey a message. Suppose you want to talk about drug addiction you cannot bring home the evils of drug addiction and wean people away from drug addiction unless you incorporate in that serial the man who takes drugs. In that way the man who is shown gets into lot of difficulty. There the person who views it can have two opinions.

By projecting a man taking drugs and stealing drugs, you might give a wrong idea the people that he is taking the drug. It is a very thin dividing line. We tell the Selection

Committee to keep this thing in mind. The overall impress is entertainment and use that medium to inculcate these values through an imaginative projection which could be serious or with a lot of songs or music or through humour or it could be through very fine acting."

3.113 Asked by the Committee as to whether the Ministry has any fixed rule to determine the relative proportions of different categories of serials i.e. historical, comic, social, etc., etc. at any given period of time, the Director-General replied in the negative and stated as follows during evidence :

"We have various categories of fiction, non-fiction and animation stories. We want to promote animation stories, dramas, shortstories both in Hindi and English, TV adaptations of the atrical serials, socially relevant serials, folk lore, cultural heritage, historical serials, national integration, communal harmony, serials on development and progress, ecology, pollution, wild life and so on. So, we select serials from these categories. We try to give a variety with a mixture of these categories."

3.114 The Committee asked whether the allegation made in the press that "Cash-gifts, five-star entertainment and political influences are traded" for favours in respect of approval of sponsored programmes, was true. The Ministry has stated that regarding allegation of "Cash-gift, five star entertainment and political influences", so far no complaint duly substantiated by facts has been received despite several assurances given by Director-General, Secretary and even announcement made by the Minister in Parliament. This is rather a sorry state of affairs that wild allegations are made to malign the name of a public Organisation.

3.115 The Committee then wanted to know how much time did it take for Doordarshan to give a final decision regarding the acceptance/rejection of a proposal for sponsored serial. To this, the representative of the Ministry replied, "in usual course it does not take more than two/three months."

3.116 During the evidence, the Committee also asked the Secretary of the Ministry whether the Doordarshan authorities were empowered to cancel a sponsored programme at the eleventh hour after all formalities were gone through. Replying in the affirmative, the Secretary of the Ministry went on to explain the circumstances under which Doordarshan authorities could do so. He said :

'Doordarshan has got the power, when there is a Government Stay order or suddenly there is a national morning. Third factor can be if there is wide divergence in the pilot approved earlier.'

3.117 The Committee then drew the attention of the Ministry to a case in Gujarat, where it was alleged by some producers that although the Selection Committee appointed by Doordarshan had approved the script of a play after some minor changes and the play was recorded and was ready for telecast on July 11 last, the telecast of the show and the preview were cancelled by the Deputy-Director, Ahmedabad Station of Doordarshan, at the last minute without assigning any reason. The Committee sought the view of the Ministry on the issue. The latter pointed out that the matter was sub-judice and refrained from making any statement.

3.118: While the Committee commend Doordarshan for having shown some highly satisfying serials, they are of the view that efforts should continue to be made for improving the quality of the serials. Considering the phenomenal revenue Doordarshan had been getting ever since it went commercial in 1977 the Committee cannot help remarking that the quantitative expansion has not been matched by improvement in quality. Therefore, it is imperative to improve the quality of serials.

3.119 While applauding the phenomenal popularity of serials like 'Ramayana' and 'Mahabharat', the Committee are of the view that there should be some inbuilt system for thorough scanning of serials to be telecast to ensure that the spirit of the epics is duly observed and every care is taken not to offend the religious sentiments of the people.

3.120 They also note that certain serials show the political leaders in a very bad light. This causes a bad impact on younger generations. While satire is essential part of any good story every care needs to be taken that it is not at the cost of dignity of human beings or any class of persons.

3.121 They are also of the view that selection of subjects for serials deserves very careful consideration. While selecting the serials, the guiding principle should be not only entertainment but entertainment with education. The country is in the process of socio-economic transformation and while selecting the serials this vital aspect should be duly taken into account.

The Committee also note with concern that Doordarshan still depends on independent producers and film makers to fill the prime time slot

with TV serials that can attract T.V. viewers. It is desirable that Doordarshan should concentrate on making quality TV Serials. They would like to be apprised of steps taken in this direction.

3.122 Feature films and films-based programmes occupy big chunk of total telecast time of Doordarshan. While a Hindi feature film is shown Sunday evening every week, a Feature film in regional languages is telecast on Sunday afternoon. One Hindi old classic film is also shown on 3rd Saturday night and, in addition, a foreign film is telecast on the first Saturday of the month. With effect from 8.12.1988 one more Hindi film is being telecast on Thursday at 5 p.m. from Delhi and its linked transmitters. Dialect films also feature in this chunk.

3.123 The Committee have been informed that all feature films telecast on Doordarshan are selected on the basis of six broad criteria namely :

- (i) National/International/State Awards won;
- (ii) Thematic Value;
- (iii) Cinematic Value;
- (iv) Entertainment Value;
- (v) Suitability for family viewing; and
- (vi) Year of production.

3.124 Offers of feature films for telecast are received from the producers/right-holders. Each offer is processed by a Selection Committee. Hindi feature films telecast on the national network are selected by a Selection Committee consisting of non-official and official members. After the selection the films are placed before the Films Gradation Committee for their gradation into categories of 'A', 'B' and 'B'.

3.125 Regional feature films fulfilling any one of the following criteria are considered for telecast on the National Network :

- i) National Award for the Best/Second Best Feature Film (in the all languages combined).
- (ii) National Award of "Rajat Kamal" for the best Feature Film in the concerned language.
- (iii) Nargis Dutt Award for National Integration.
- (iv) Indira Gandhi Award for the Best First Film of a Director.
- (v) Entered in the 'Panorama Section' of any International Film Festival of India/Filmotsav.

3.126. The Committee have been informed that Doordarshan also approaches some outstanding producers to offer their well known films. Rates of payment of Sunday Hindi feature film telecast on National Network are as follows ;

(i) Grade 'A'	Rs. 5.00 lakhs	
(ii) Grade 'B' +	Rs. 4.00 lakhs	Colour films
(iii) Grade 'B'	Rs. 3.00 lakhs	only.

3.127 In case of regional feature films only 'A' graded films are telecast on National Network on Sunday afternoon and paid Rs. 5.00 lakhs in colour (25% less if Black & White i.e. Rs. 3.75 lakhs).

3.128 In the category of 'Old Classics' only films more than 25 years old are telecast and paid Rs. 3.75 lakhs. All such films are graded 'A'. In case of repeat telecast of such films, the royalty payment is Rs. 2.25 lakhs. Doordarshan also telecasts feature films in premiers category which have not been commercially released and the film is either best film of the year or an entry in the "Indian Panorama Section" of any International Film Festival/Filmotsav of India. Such Films (in Hindi as well as in any one of the regional languages included in schedule VIII of our Constitution) are paid a uniform royalty of Rs. 8.00 lakhs for colour. During the last three years seven films have been telecast in this category. As far the late night chunk, Hindi, Regional and foreign language films have been telecast once a week on Friday at 10.30 p.m. The payment for these feature films is Rs. 3.50 lakhs for colour and 25% less for black and white. In case of International films, Royalty of Rs. 1.75 lakhs is paid for colour and 25% less if black and white.

3.129 The Committee wanted to know whether the existing procedure of selection of films had been resulting in good films being shown on TV on Sunday evenings, the Ministry has stated that the quality of films telecast on Doordarshan on Sunday evenings has less to do with the selection procedure. More important is perhaps the paucity of quality films made in Hindi. Besides, Doordarshan has to select films from the offers made. In fact, Doordarshan has taken a number of steps to telecast good quality films. These include premiere telecast, telecast of award winning films, old classics and films of artistic excellence.

3.130 Asked why some movies were shown repeatedly on the TV, the Ministry has stated that repeats of feature films are generally avoided. However, there are certain exceptions, such as,

- (a) films shown earlier only on regional Kendras of Doordarshan, when there was no network;
- (b) films graded 'A' and 'B'+ can be repeated after four and five years respectively; and
- (c) Special occasions like retrospectives.

3.131 Responding to a query of the Committee as to whether there was any shortage of good movies in the country or was it that enough payment was not offered to good films-makers to come forward with their films, the Ministry stated that "the present rates offered by Doordarshan for telecast of films are very reasonable, especially because films are generally offered to Doordarshan after they have been shown in the commercial circuit."

3.132 Apart from screening feature films produced by outside film makers, Doordarshan also telecast "tele films" commissioned by itself. The Committee have been informed that the tele films have created a new trend and were liked by tele-viewers immensely. Besides these, certain tele-films approved in sponsored category have also got very favourable reaction from the audience. Doordarshan is also considering to launch a new scheme to commission outside Producers for Production of entertaining and purposeful feature films which would be telecast on the National Network on Sunday.

3.133 The Ministry has stated that during the last three years 58 tele films in Hindi and regional languages have been commissioned by Doordarshan on "Shoe-string Budget" The latter is stated to have been paying Rs 5 to 15 lakhs for tele-films of different durations on 16 mm. umatic and 35 mm.

3.134 The Committee wanted to know the guidelines, if any, followed in matters such as choosing themes, Film-makers etc. for producing these tele-films. The Ministry failed to provide any satisfactory answer. The Committee then repeated the question of selection procedure followed in selecting outside producers for tele-films, plays etc. at a later stage.

3.135 In reply, the Ministry has stated that talented outside producers are commissioned by Doordarshan for making tele-films, serials, documentaries, video programmes in English, Hindi as well as regional languages. Each proposal is considered on its merits to consider the suitability of the programme and the desirability to have it under the commissioning scheme

Finally, the contract is awarded only after approval by the Central Costing Committee.

3.136 The Working Group on Software for Doordarshan headed by Shri Joshi had the occasion to examine the films and film-based programmes telecast by Doordarshan in great detail.

3.137 Expressing displeasure with the quality of feature films and film-based programmes like Chitrahar, etc. shown on the TV, the Joshi Committee suggested a number of changes in the existing policy such as change in the procedure and mechanism of selection of feature films, reduction in frequency of feature films to two a week, one in Hindi or from a foreign country and the other from among films in Indian languages other than Hindi; encouragement of the production of TV films on "themes of interest and life-enrichment value to viewers" the establishments of 'Doordarshan Films Development Corporation' etc.

3.138 The Committee wanted to know whether the Ministry had accepted these recommendations of the aforesaid Working Group. In case these recommendations were accepted, what steps were taken by the Ministry pursuant to them. While the Ministry refrained from giving their reaction to the displeasure expressed by the Joshi Committee in regard to the existing selection producer of feature films, the Ministry stated as follows in a note furnished to the Committee :

"The recommendations of the Joshi Committee in respect of reduction in the frequency of tele-cast of feature films to two per week has not been accepted by the Government. There has been a constant demand from viewers for films on Doordarshan besides telecasting popular entertainment films on Sunday Evening, Doordarshan is also showing award winning regional films on Sunday afternoon. Artistic films with nature themes are shown in the late night chunk on Fridays. There is also provision for premiere telecast of award winning films which have not been commercially released. The films selection Committee has both official and non-official members. Regarding Joshi Committee's recommendation for establishment of a 'Doordarshan films Development Corporation' it has been felt that there appears to be no need for it. However as an encouragement to outside producers for production of TV Films, Doordarshan has during the last few years given assistance to about 50 producers to make tele-films in Hindi and other regional languages. Doordarshan is also

collaborating with NFDC in producing some films. It is a co-producer of SALAAM BOMBAY, Doordarshan is proposing to commission some feature films by eminent producers and directors."

3.139 The Committee feels that the existing criteria and mechanism of selection of films have not resulted in good films being shown on TV, especially on Sunday evenings. The Ministry also admits this when it states that "the quality of films shown on Doordarshan on Sunday evening has less to do with the selection procedure", although the Ministry attributes it not the selection procedure but to "the paucity of quality films made in Hindi."

3.140 It has been stated that Doordarshan has to select films from the offers made to it by producers. Notwithstanding the contention of the Ministry that existing rates are satisfactory, the Committee apprehend that the rates offered by Doordarshan are not attractive enough for competent film makers to come forward with their good movies. The Committee would like the concerned authority to reexamine the matter with an open mind. They are of the view that there is no justification for showing poor quality films. Instead, the Committee would like the Doordarshan to produce quality tele-films on "themes of interest and life-enrichment value to viewer," as has been rightly suggested by the Joshi Committee.

3.141 Tele-films, as the Ministry has stated, cost very less and have been liked by viewers. In the opinion of the Committee, there is no reason why Doordarshan, instead of showing films of poor quality, should not start commissioning production of good tele-films, as such films shown in the past have been commended. The latter course, the Committee think, would not only result in wholesome films being shown on TV but also fetch more revenue to Doordarshan as, after screening them on TV, Doordarshan could release in the market. The Committee would therefore, desire the Ministry to frame suitable criteria and create appropriate machinery to achieve the above objective.

3.142 The Committee note that although 58 tele-films in Hindi and regional languages have been commissioned by Doordarshan so far, the latter failed to frame suitable guidelines on such matters as selection of themes, private producers etc. for the tele-films.

3.143 The Committee would like the Ministry to frame the necessary guidelines without any further delay as formulation of guidelines, their implementation and regular monitoring, would result in production of quality tele-films.



3.144 The Committee deprecate the fact that contrary to the reply of the Ministry that films are repeated on TV only when they satisfy the criteria fixed for the purpose. quite a few films have been repeatedly shown on TV in violation of this criteria. They would urge the Ministry to take adequate steps to avoid this unsatisfactory state of affairs and to ensure that not only quality feature films are shown on Sunday evenings but films shown once are not repeated if they are of poor category.

#### *K. Advertisements*

3.145 The Government-owned electronic mass media unit, Doordarshan, began booking of advertisements with effect from 1st January, 1976. The Ministry informed that in view of the overall expansion of Doordarshan, its duration of transmission and conversion from black and white to colour, there has been overwhelming response for the booking of spots and for the sponsorship of various types of programmes

3.146 The commercial revenue has accordingly increased many-fold as may be evident from the following figures :—

1. 1982-83	—Rs. 15.89 crores.
2. 1983-84	—Rs. 19.79 crores.
3. 1984-85	—Rs. 31.43 crores.
4. 1985-86	—Rs. 60.20 crores.
5. 1986-87	—Rs. 98.32 crores.
6. 1987-88	—Rs. 136.3 crores.
7. 1988-89	—Rs. 146.00 crores.

3.147 All the major Kendras, namely, Delhi, Bombay, Calcutta, Bangalore, Hyderabad, Lucknow, Jalandhar, Srinagar and Guwahati have been booking the advertisements With effect from 1st June, 1987 DDK, Trivandrum has also begun booking and telecast of the commercials. DDK, Ahmedabad also commenced booking of the commercials with effect from 7th January, 1988.

3.148 Advertisement Doordarshan is governed by a code called "Code for Commercial Advertising". While recognising advertising as an important and legitimate means for seller to awaken interest in his goods and services, the said Code lays stress on information and consumer education.

3.149 Asked whether the guidelines governing the advertisements on TV have been implemented scrupulously, the Ministry has stated that commercial Advertisements on TV area accepted only if they are in conformity with the guidelines contained in the Code for Commercial Advertisement on Doordarshan. This is done at two stages ; at the time of approval to story board of advertisements, and through preview of the advertisement on video. Advertisements with undue exposure of the female body or those which seek to promote highly westernised life style are normally discouraged. However, to the extent such advertisements do not militate against the basic provision of the Code, there is perhaps no way to prevent introduction of some glamour.

3.150 Reacting to the observations of some members of the Committee during the evidence that some aids on TV lacked aesthetic sense, the Director-General of the Doordarshan, stated :

“In regard to commercial advertisements, we are very strict. Last month We reviewed 130 advertisements. We have got many of them revised. Also sometimes the conception gets confused because we are also showing a lot of family planning messages in which there are certain things which are not that palatable. But that is the national objective.”

3.151 The Committee have been informed that as a policy it has been decided that the total time for commercial advertisements should not exceed 10 percent of the total transmission time.

3.152 Asked whether the screening of commercial advertisements for 15 to 20 minutes before the serials such as Ramayana and Mahabharata would not make the viewers loose interest in the serial itself, the representative of the Ministry stated during evidence that “ten to fifteen minutes duration is not very high proportion and the people by now know that the programme will start after 10 minutes or so.” Further he added as follows :—

“The total time of the commercials on national hook-up of Doordarshan is 2.8% of the total time that we telecast. In other countries it is as high as 12 to 16%. As compared to that it is very small. Secondly, the time which has been given for the telecast of the serial is not reduced in any way. We have raised the rates of tariff on advertisements before such popular serials. Still everybody wants to advertise before that. The reason being that the total number of people who view the programme is the highest.”

3.153 When the Committee desired to know whether any survey had

been conducted to find out the reaction of the public about this, the representative replied in the negative. "No special survey has been done to find out the impact of these advertisements. But because of that the number of viewers has not come down", he stated.

3.154 In reply to a suggestion that the duration of advertisements before some serials could be reduced a little, Secretary of the Ministry submitted as follows :—

"I have taken note of the Hon. Member's suggestion. There is only one point. When you have only about 4-5 minutes to link it, the difficulty arises as to how you lengthen the serial. In five minutes you cannot really think of an imaginative programme. So, the balance of advantage from the revenue earning point of view is that these things come in the schedules of one hour, 40 minutes, 30 minutes or 20 minutes. If you reduce the advertising time from 15 minutes to 12 minutes, then for those 3-4 minutes we will have to think of something else because that episode is already short. This is the main point. Besides, you must agree that when everybody is standing on our heads for advertisement, we try to get the maximum advantage out of it because we cannot think of any other programme for 4-5 minutes time."

3.155 The Committee were quite exercised about the social impact of advertisements on TV. On being informed that Doordarshan had commissioned an outside private agency to make a study of the 'social impact of advertisements', the Committee wanted to know whether the findings of the study agreed with the opinion expressed by a section of the intellegentian that advertisements on TV promoted elitism, consumerism, and even led to frustrations and many a concomitant social evil. In reply the Ministry has stated that the study conducted by Dynamic Market Research Corporation (DMRC), Bombay during 1987-88 on 'Sociological Effects of TV Advertisements' particularly concludes that :

- (i) TV advertisements are found to be interesting, entertaining and informative with positive influence;
- (ii) they do not give rise to economic frustrations.

3.156 Asked what was the agency available to test-check the accuracy of advertisements on TV so as to watch the interest of consumers, the Ministry has stated that efforts are made to ensure that exaggerated or

mis-leading advertisements are not accepted. In case of doubt about the authenticity of the material, the concerned advertising agency is advised to substantiate the claims made through the advertisement. Competent government authorities are also consulted, if need be. Complaints, if any, regarding exaggerated claims etc. in advertisements are looked into as expeditiously as possible and corrective action taken, whenever warranted.

3.157 Commercial Advertisements have come to be accepted as a necessary evil even in those countries which do not have any faith in free play of market forces as a means of promoting economic growth. They too have gained acceptance as a legitimate source of revenue for media units, especially electronic ones, all the world over. The Committee, however, emphasize the need for showing advertisements on TV in a manner that is interesting entertaining and informative. While they are aware that the Doordarshan authorities cannot interfere with the contents of advertisements on TV as long as they do not violate the Code formulated for the purpose, the Committee also feel that certain aspects like scheduling of advertisements, their duration before a particular programme, etc. could at least be attended to more judiciously than is done at present.

3.158 The Committee are of the view that there should be a system not to accept exaggerated or misleading advertisements and every effort should be made to take strict action against defaulting advertisers. In a country like India where its teeming millions are mostly illiterates, television as an audio visual medium has tremendous potential for moulding public opinion and exaggerated or misleading advertisements can play havoc with the lives of such people. The monitoring machinery to check improper advertisements on TV should be suitably tightened to prevent exploitation of masses. The Committee would like the Ministry to have a re-appraisal of the whole matter.

3.159 The Committee also note the tendency of advertisers to opt for slots before a few particular serials. In the opinion of the Committee if the quality of other serials is also improved the same will add to the revenues of Doordarshan besides resulting in balanced showing of advertisements in various serials.

*(L) International Participation & Programme Exchange*

3.160 As per the information supplied by the Ministry of Information and Broadcasting, Doordarshan is a member of various major International Broadcasting Organisations such as Asia Pacific Broadcasting Union (ABU) and Commonwealth Broadcasting Association (CBA). The ABU provides an avenue of professional broadcasting to cooperate and coordinate among

the member countries, mainly developing. It provides training to its member countries, including India in the fields of programming and engineering. ABU also coordinates ASIAVISION activities for mutual exchange of news amongst member countries Doordarshan is also actively participating in the deliberations of two major International organisations engaged in development of Broadcasting technology, viz. (i) International Radio Consultative Committee (CCIR); and (ii) International Telecommunication Union (ITU).

3.161 The Committee has further been informed that Doordarshan has been regularly participating in various International festivals/symposia/seminars/exhibitions arranged by International Broadcasting Organisations. It has also been participating in many international competitions with their programmes

3.162 During 1988 Doordarshan had participated in 20 festivals with 26 entries. At three of these competitions, Doordarshan entries had won prizes, details of which are given below :

Name of the Festival/ Competition	Title of the Programme	Award won
1st Golden Agrine in Nicosia, Cyprus from August 26-31,1988	The Cultural Heritage of India. Compiled by Mrs. Bani Ghosh, Producer, DDK, Delhi.	Silver Agrino
TV Contest, NAC, Art Gallery, Titograd, Yugoslavia.	The Cultrual Heritage of India. Compiled by Mrs. Bani Ghosh, Producer Doosdarshan Kendra, Delhi.	Second Prize
7th Paters Awards Melbourne, Vic. Australia from Sept., 9.11.1988,	Seige Golden Temple.	Won in IC/IO Category i.e. National News Report.

Doordarshan plans to continue its participation in such festivals/competitions etc. in future also.

3.163 Nearer home, Doordarshan is offering programmes for inclusion in the SAARC Audio Visual Exchange (SAVE) Pool for telecast. As a host/nodal organisation for the first two years starting September, 1987. Doordarshan has been making arrangements for preview of programmes offered by member countries for the pool and are also making available dubbing facilities.

3.164 Doordarshan exchanges TV programmes with 54 countries with which India has Cultural Exchange Agreements. It has established an exclusive programme exchange unit within the Directorate to promote exchange of programmes on bilateral basis with other TV organisations. The year-wise details for the years 1986-87 and 1987-88 of such exchange programmes are given below :-

	1986-87	1987-88
Number of countries to which Doordarshan programmes were sent.	36	22
No. of programme sent	200	103
No. of countries from whom programmes were received.	34	32
No. of programmes telecast by Doordarshan.	130	119

3.165 During 1988-89 Doordarshan has taken steps to exchange programmes with all 54 countries. National days of various countries are also observed by Doordarshan by telecast of the message of the Ambassador or a programme of the country. This is, however, done strictly on reciprocal basis.

3.166 Asked as to why Doordarshan is not getting as many programmes from foreign countries as it sends abroad, the Ministry has stated that Cultural exchange of programmes is on a voluntary basis. In other words, it depends on each foreign country as to how many programmes it would like to send to Doordarshan every year for telecast. Due to limitation of channels and other programme commitments, Doordarshan has also not been able so far to set apart a specific time chunk for telecast of foreign programmes received under cultural exchange. Despite this handicap, Doordarshan tries its best to telecast as many of these programmes as possible.

3.167 The Programme Exchange Unit of Doordarshan has also been entrusted with the responsibilities to produce specially designed programme for circulation among the Indian Missions abroad. In addition, it has also undertaken the responsibilities for promoting sale of selected programmes of Indian art, dance, music, culture and theatre. The programmes are made available on various formats as per the requirements of the indenting agencies. Production of a weekly programme entitled 'India Magazine' for a duration of 60 minutes was continued for the use of Ministry of External Affairs and our India Missions abroad. The unit had earned a sum of Rs. 82,000 during the last 9 months of the financial year 1987-88 by way of sale of programmes and technical assistance rendered to outside individuals and organisations. In addition, £100 and 22,000 Swedish crone have been earned from sales of programmes to foreign organisations,

3.168 Asked whether Doordarshan had any office/agent stationed abroad for coordinating the sale/exchange of programmes, the Ministry has stated as follows :-

3.169 Doordarshan does not have any agent or office abroad to coordinate its exchange of programmes or sale of the programmes; Doordarshan is, however, trying to spread its network for exchange of programmes with foreign TV organisations. For this purpose, the missions of India in foreign countries have been approached through the Ministry of External Affairs to inform Doordarshan about the TV organisations operating in foreign countries and also to ascertain the type of programmes which they would like to exchange/purchase from Doordarshan. On its side, Doordarshan is trying to produce programmes keeping in view the foreign markets so that they could be sold so the TV organisations with whom Doordarshan can right away negotiate.

3.170 The Committee note that Doordarshan is a member of several International Broadcasting Organisations. It has also been participating in various International Festivals/Symposia/Seminars/Exhibitions/Competitions arranged by International Broadcasting Organisations. In a few of them they have won some awards as well. Without demeaning the achievements of Doordarshan in this regard, the Committee feel that Doordarshan has to go a long way before it gains international acclaim as a media agency of merit. The Committee, therefore, desire that concerted efforts should be made to produce programmes from amongst the plethora of topics that can be chosen from the diverse cultural mosaic of the country, and presented before the outside world so that the true potential of the country as well as Doordarshan is projected to them.

3 171 The Committee are dismayed to note that huge disparities prevail in the programmes exchanged with various foreign countries. While Doordarshan had sent 303 programmes abroad during 1986-87 and 1987-88, in the corresponding period it had received only 66 programmes from them. The Ministry's contention that cultural exchange of the programmes is on a voluntary basis and it depends on each foreign country as to how many programmes it would like to send to Doordarshan every year for telecast is not convincing. The Committee desire that the Ministry should also take some initiative in this regard by having regular inter-action with its foreign counterparts so that it also has some discretion in making a choice from the programmes available with foreign countries keeping in mind the topical relevance of these programmes in Indian context. The viewing of such quality programmes from other countries would also result in improvement in the quality of programmes of Doordarshan besides giving the viewers a better choice of programmes.

3.172 The Committee appreciate that a beginning has been made towards commercial sales of programmes to some foreign countries by the Ministry. The Committee desire that the Ministry should go in a big way towards this direction so as to earn some valuable foreign exchange for the country.

#### *M. Audience Research*

3 173 Annual Report of the Ministry of Information and Broadcasting for the year 19 7-88 states that Doordarshan has a progressive outlook for the planning and production of programmes. Accordingly, it has always valued the opinion and reactions of the people from the level of Parliament Members to the people at the grass-roots.

3.174 Asked whether any study/survey was done by Doordarshan to ascertain the credibility of its programmes, the Ministry has stated that no specific study-survey is done to ascertain the credibility of Doordarshan programmes. However, the studies conducted from time to time and interaction with the viewers during the field work revealed that people by and large depend on Doordarshan for news and other information like, weather forecast, agriculture, family planning etc.

3 175 The Committee have been informed that two types of Researches are carried out by Audience Research Units of Doordarshan—formative and summative. The former is pre-production research carried out in team-moue fashion. The researcher and producer work together and are involved in the identification of problems/priorities (audience profile and need assessment studies). developing and pre-testing the



prototype of the development-oriented programmes. Summative research is the post-telecast research undertaken to find out the viewership, level, comprehension, utility, reactions and impact of the programmes telecast.

3.176 The mechanism adopted for gathering audience reaction is stated to be multipronged. To get continuous feed-back on the programmes, viewers are organised in four metros and six cities. Each panel consists of 100 members belonging to representative segment of TV owners living in different localities of the city. The members are supplied with specially designed weekly diaries to record respondents viewing and view points on the programmes telecast during the specific week every month. The weekly barometer is proving helpful in revamping programmes of the service to bring them in tune with viewers' liking and preferences.

3.177 Besides panels, the audience research units conduct surveys/studies-field, mail and telephone-case studies, on-the-spot observations, group discussion to elicit viewers' reactions to the programmes telecast. On an average sixty or seventy surveys are done in a year.

3.178 The area of survey/studies emanate from the respective Doordarshan Kendras with the concurrence and consultation of Director of the Kendra and other senior programme officers. Each Kendra sends its research proposals every year indicating the objectives, methodology, financial implications, etc. of each proposed study to the Directorate where they are critically examined. The number of studies/surveys sanctioned depends upon the availability of funds and manpower.

3-179 All India Surveys are also undertaken on the suggestions of Directorate and at the initiative of the Ministry. After the completion of the survey the report highlighting the main findings and action points is submitted simultaneously to DTC and to DG in the Directorate through Director, Audience Research. These are circulated, presented and discussed in the programme meeting of the Kendra as well as at the Directorate for taking necessary, remedial actions.

3.180 The Surveys/studies made by the Audience Research Units of Doordarshan during 1987 are indicated belows :-

## Surveys/Studies Conducted During 1987.

Sl. No.	Surveys/Studies	Venue	Number.
1	2	3	4
<b>Audience Research Units</b>			
1.	New Year Eve Programme	Srinagar, Delhi, Jaipur Rajkot, Hyderabad, Ranchi, Madras, Bombay, Nagpur.	9
2.	Viewing to Morning Transmission	Srinagar, Bombay Delhi Calcutta, Madras, Jalandhar, Lucknow, Ranchi, Hyderabad, Cuttack.	10
3.	Late Night Movies	Delhi, Calcutta	2
4.	Programme of 'Nirmaan'	Delhi	1
5.	Teacher Training Programme	Delhi, Calcutta, Hyderabad, Bombay.	3
6.	Programme on Water Management	Delhi	1
7.	Eradication of illiteracy	Delhi	1
8.	Programme of Immunisation and Vaccination	Delhi, Madras	2
9.	Programme on drug addiction	Delhi, Madras	2
10.	Health, Programme & Family Welfare quickies.	Varanasi & Jwalapur	2
11.	Family Welfare Spot	Delhi	1
12.	Family Welfare Programme	Hyderabad	1

1	2	3	4
13.	TV Programmes in Punjab	Jalandhar, Amritsar and surrounding rural areas.	2
14.	Programmes on National Integration.	Delhi	1
15.	Quickies on National Integration & Burn.	Delhi	1
16.	Reliance Cup Coverage	Delhi, Calcutta, Bombay, Cuttack (2 surveys at each place except Delhi)	9
17.	Federation Cup Coverage	Calcutta	1
18.	Coverage of Cricket Test between India & Srilanka.	Cuttack	1
19.	Study on Second Channel in Madras	Madras city and Chittoor (AI).	1
20.	Audience Profile of Ramtek Villages (with social reference to mother and child care) for UNICEF project.	Nagpur District	
21.	Nagpur-A Profile for DBU Project.	Nagpur	

*Head Quarters*

1. Television India January & May 1967.
2. Viewers Panel on Central TV programmes (Central report).
3. Feedback report based on viewers letters (Weekly central report).
4. Reports on Teleclub in INSAT Centres.
5. Status Report on DRS and VHF TV Sets
6. Data Bank.

3.181 Besides having survey/studies done by its Audience Research Units, Doordarshan also involves the participation of outside professional organisations for 'objective and impartial assessment' of various types of programmes. The following table shows the surveys/studies conducted by outside agencies in 1987-88.

Sl. No.	Programmes	Organisation	Number
1.	Sociological Impact of TV in India.	Karve Institute of Social Service, Pune.	1
2.	Perceptions & Attitudes of Gatekeepers & Audiences towards ASIAVISION-An-Evaluation of the ABU, TV News Exchange.	AMTC (Singapore)/ Doordarshan (DDI).	1
3.	Cost Analysis of Doordarshan Network.	IIM, Ahmedabad	1
4.	Teletext Service	MRAS	1
5.	TV Viewing in Srinagar Volley	MARG	1
6.	Second Channel in Gaboutta	MODE/Doordarshan	1
7.	Survey on Late Night Films	MARS	1
8.	Feed forward on Morning Transmission	MARS	1
9.	Social Impact of Advertisements	DMRC	1
10.	Evaluation of ETV and 11 BTV	ORG	1
11.	Response to Morning Transmission of Doordarshan.	ORG	1

3.182 The Committee have also been informed that to get feedback from rural areas, where illiteracy is rampant, teleclubs have been organised in nodal villages of INSTAT cluster. The responsibility to send feedback on the programmes has been cast on the Custodian Teleclub Organiser (who are paid Rs. 75/- per month for 12 Reports on developmental programmes), subject experts and researches who have been requested to send the reports on developmental programmes.

3.183 Expenditure on surveys conducted during the last three years, 1985-86 to 1987-88, has been as follows :-

Figures are in '000'

Year	Plan Rs.	Non Plan Rs.	Total Rs.
1985-86	270	08	278
1986-87	1229	15	1244
1987-88	737	10	747

3.184 The Ministry has stated that Doordarshan had always valued the opinion and reactions of the people from the level of Parliament members to the people at the grass-roots. The Committee however, deprecate that precious little has been done to ascertain the opinion and reactions of the people. The quantum of expenditure incurred in this regard during the last 3 years indicates that nothing concrete in this regard has been done. While an expenditure of Rs. 12.44 lakhs was incurred on this account during the year 1986-87 an expenditure of only Rs. 7.47 lakhs was incurred for this purpose in 1987-88, indicating that this work has not been given the attention it deserved.

3.185 Doordarshan has not even cared to ascertain the credibility it carries with the masses as a professional media unit. The Committee deprecate the lackadaisical manner in which the question of conducting Survey to assess the quality of media was dealt with.

3.186 Audience Research forms the basis for remedial action in programme planning, scheduling, etc. In the coming year, therefore, the Committee hope that Doordarshan will invest more time, energy and money in audience research which, the Committee believe will be profitable in a number of ways. They would also like to be apprised of developments in this regard.

3.187 The Committee feel that the quality programmes produced by regional Kendras should be more frequently shown on the National Network. Further there should be more frequent mutual exchange of programmes produced by different Kendras as that would accelerate emotional and cultural integration.

## CHAPTER—IV

### MISCELLANEOUS MATTERS

#### A. Finance

4.1 Both AIR and Doordarshan function as Government Departments under the Ministry of Information and Broadcasting and all of their budget for capital and revenue side is provided through annual budgetary appropriations. The Committee have been informed that the 7th Plan outlay for both Doordarshan and AIR has been of the order of Rs. 700 crores each. Besides, Doordarshan has been granted an additional amount of Rs. 53.29 crores for the scheme, 'Central Production Centre'.

4.2 The following table shows the Grant-wise and Major Head-wise annual budget and actual expenditure on AIR and Doordarshan during the 7th Plan period.

#### A. All India Radio

#### Capital Section

(Figures in lakhs)

Year	Demand No.	Major Head of A/C	Voted	S.B.G Charged	Actual Expenditure	
1	2	3	4	5	Voted	Charged
1	2	3	4	5	6	7
1985-86	62	486-AA-COB Broadcasting AA-I-AIR	3903.05	5.00	3863.84	—
1986-87	68	486-AA-COB Broadcasting AA-I-AIR	9605.66	5.00	10089.73	0.93
1987-88	53	4221-AA-COB Boardcasting AA-I-AIR Services Sound Broadcasting	14994.00	5.00	11606.54	1.09
1988-89	55	Broadcasting Services -do-	14256.00	5.00	13724.00	5.00 (R.E.) *To be voted by Parl.

1	2	3	4	5	6	7
1989-90	57- Broadcasting Services	-do-	16182.00	—	—	—
<i>Revenue Section</i>						
1985-86	62 Broadcasting	286-A- Broadcasting A-I-AIR	591.95	—	330.17	—
1986-87	68 -do-	-do-	1088.34	—	479.69	—
1987-88	53 -do- Services	2221 Broadcasting A.I. Sound 'B' casting	1.1000.00	—	301.44	—
1988-89	55 -do-	2221 -do-	1639.00	—	1513.00 (RE)	—
1989-90	57 -do-	2221 -do-	2763.00	—	—	*To be voted by Parl.

Demand No.		Major Head	Year	S.B.G.	Actual expdt.	Remarks
1	2	3	4	5	6	
62	Broadcasting Services	"486"	1985-86	4774.00(V) *500.00(V)	5277.03(V)	*Suppl- grant
		AA-2 Television India.		5.00(C)	0.72(C)	
68	Broadcasting -do-	"486" -do-	1986-87	11035.00(V) @100.00(V) 5.00(C)	11151.81(V) 0.90(C)	@ Rs. 100. Lakhs was pro- vided from AIR

1	2	3	4	5	6
					<b>GRANT by re-appropriation.</b>
53-Broadcasting Services	"4221" AA2-Television	1987-88	12293.00(V) 5.00(C)	11818.38(v)	
55-Broadcasting Services	"4221" AA2-Television	1988-89	13995.00(V) 5.00(C)	13995.00(v) 5.00(v) (R.E.)	
57-Broadcasting Services	"4221" AA2-Television	1989-90	12445.00(v) 5.00(c)		*To be voted by Parl.
<i>Revenue Section</i>					
62-Broadcasting	"286" A2-Television India	1985-86	626.00(v)	497.30(v)	—
68-Broadcasting	"286" A2-Television India	1986-87	1380.00(v)	1000.12(v)	— (Includes)
53-Broadcasting Service	"2221" A2-Television	1987-88	*2780.00(v)	2489.26(v)	*Supply Grant of Rs. 78.00 lakh
55-Broadcasting Service	"2221" -do-	1988-89	4000.00(v)	4570.00(v) (RE)	
57-Broadcasting Service	"2221" -do-	1989-90	6500.00(v)		To be voted by Parliament.

4.3 Asked to indicate the amount allocated and spent till date during 7th Plan, the Ministry has furnished the following information :



## Doordarshan

## Annexure

## PER 17

VII Plan out-lay Rs. 700.00+53.29 Crores and Expenditure till date (31.3.89)

(Rs. in Crores)

Year	Amount allocated Rs.	Amount Spent Rs.
1985-86	54.00	57.75
1986-87	124.30	122.19
1987-88	150.00	143.08
1988-89	180.00	185.70 (R.E.)
1989-90	189.50	

## AIR

Yearwise Expenditure on plan Schemes Under 7th Plan is Detailed Below :

(Rs. in lakhs)

Scheme	1985-86	1986-87	1987-88	1988-89	1989-90 (expected)
Continuing Schemes	2752.58	2097.02	1966.11	1624.46	1777.70
New Schemes	825.94	6355.06	8398.15	11386.95	14198.30
Replacement and Modernisation	474.66	1892.84	1530.25	1609.63	1710.00
Installation staff, Machinery & Equipment	176.60	215.56	435.83	489.65	867.00
Software Schemes	—	1.63	43.64	126.31	392.00
Charged	—	1.37	1.09	5.00	5.00
<b>Total</b>	<b>4229.78</b>	<b>10563.48</b>	<b>12375.07</b>	<b>15242.00</b>	<b>18950.00</b>
<b>Grand Total</b>	<b>Rs. 61360.33 Lakhs.</b>				

4.4 During the evidence the Committee wanted to know whether the revenue earned by AIR Doordarshan covered its operational costs. The representative of the Ministry stated as follows :-

“...About the revenue, I presume that the question was whether we are meeting the operational cost of the Doordarshan and AIR stations from the commercial revenues. The answer is that we have never met in the past full operational costs from this, we are not going to meet during the current year, nor during the next year. The operational costs for both Doordarshan and AIR put together are more than the revenues from both these sources. I will give you the figures... But as far as Doordarshan is concerned, it is meeting the operational costs of all the Kendras and even having a little surplus. AIR has about 29 or 30 Vividh Bharati Stations which are the earning source for commercial revenues. Others are not meant primarily for earning revenues nor do they carry much commercial advertisements. The AIR has a very large network. The total operational cost is not met by the commercial revenues”.

4.5 The following table shows operational expenses and gross commercial revenues in regard to AIR and Doordarshan for the year 1985-86 to 1989-90 .-

(Rs. in crores)

	1985-86 Actuals	1986-87 Actuals	1987-88 Actuals	1988-89 RE	1989-90 B.E
	1	2	3	4	5
<i>Operational Expenses :</i>					
All India Radio	73.74	87.39	103.31	123.50	143.59
Television	48.30	69.00	97.82	127.05	163.89
<b>Total :</b>	<b>122.04</b>	<b>156.39</b>	<b>201.13</b>	<b>250.55</b>	<b>307.39</b>

	1	2	3	4	5
<i>Gross Commercial Revenues :*</i>					
All India Radio	16.88	30.50	27.77	29.30	29.40
Television	60.20	91.25	134.76	146.00	146.00
Total	77.08	121.75	162.53	175.30	175.40

\*From the gross revenue 15% is paid to the advertising agent as their commission. So the net revenue is less than these figures by 15%

N B The operational expenses shown above also include the expenditure incurred by AIR/DD on the headquarters, Research Department and the expenses of zonal Chief Engineer offices which are essential components for providing operational services by these two organisations. The figures would also show that the operational costs for both DD and AIR put together have remained more than the Gross revenues earned.

4.6 Drawing the attention of the Ministry to the fact that quite a few Radio and TV Networks were being run profitably by private parties abroad, the Committee asked whether the Ministry ever thought over the possibility of making AIR and Doordarshan financially independent of or, at least, less dependent on budgetary support. The Ministry has stated that the two media units have been set up essentially for the attainment of certain well-defined social objectives. It is Government's firm view that earning of any revenue can at best be only incidental to the functioning of these two media units and not a dominant purpose. While, of course, AIR and Doordarshan are keen to increase their commercial revenues, the Government is aware of the danger of having to do so at the cost of commercialising what is essentially a public service broadcasting organisation.

4.7 When it was suggested by the Committee during the official evidence that both the media units would have to be financially self-dependent one day or the other and, therefore, they have to devise ways and means to raise their revenues, the reaction of the representative of the Ministry was like this :

"...so, it has to raise money, in order to raise money the only source of money will be the advertisement revenue. The

advertisement revenue comes only on the entertaining programmes and not on the which are message-oriented. It becomes entertainment programmes only if we ourselves turn into a commercial programmes concern and make all the Radio and Television programmes into pure entertainment and film-based programme. In this way we can raise enormous resources. That won't serve the national objective".

4.8 Supplementing the above submission of his colleague, the Secretary of the Ministry added :

"...I will okay the sentiments of my colleague here that once you commercialise this to provide for a small content or a major content, you will have to in fact forget about your code even for your advertisements, unless you think in terms of some movies which are escapist and which have larger audience participation. And those companies which want to advertise there, they will raise objection that we will not advertise unless you permit us to do this advertisement".

4.9 Asked to state whether the programmes telecast by the profit making media abroad were devoid of any social message or educative value and in what respect did the programmes of AIR and Doordarshan differ from their respective financially independent counterparts abroad, the Ministry has stated that while programmes put out by profit making media units may not be entirely devoid of any social messages or educative value, preponderance of their output is predictably entertainment-oriented to attract commercials on a large scale. On the other hand, All India Radio/DD are organisations committed to public service broadcasting. Even on the Vividh Bharati Service, which is a light entertainment service, a restriction on ad. content has been imposed, namely 10% of the total transmission time, so that commercials are not obtrusive or jarring. The upper limit of ad. content, as far as primary channel is concerned, is even less; 5% of the transmission time is allowed for commercials, with further restriction of 15% of the film music chunks and 10% of instructional programmes such as the Farm and Home programmes. These built-in safeguards reflect the concern of the Government to use the sound/visual medium as an instrument of socioeconomic transformation and to guard against the pitfall of revenue earnings becoming the over-riding consideration. AIR/DD also shun advertisements considered harmful to the listening public.

4.10 The entire programme fare, with the exception of film music, is

intended-(i) to lead the masses to more mature values, (ii) to inform the people about ways and means of better quality of life, and (iii) more importantly, to motivate them to strive for it.

4.11 It may not be out of place to mention that in the USA, a subsidised Public Broadcast Service had to be started with a view to ensuring telecast of serious programmes because the three major television networks fell short in this direction.

4.12 The Committee asked whether all of the incomes of profit-making Broadcasting agency operating abroad accrued from one and single source i.e. commercial advertising, or did they (media units) as well exploit other sources like sale of audio and video cassettes and the like. The Ministry has stated that the major source of revenue for privately-owned media units abroad is commercials. Some of them, as far as it is known also market their programmes to interested organisations.

4.13 The Committee desired to know whether BBC or any other State owned TV networks abroad charged any yearly licence fees from TV owners and whether similar fees were proposed to be charged by the Ministry on the TV owners in the country. In reply the Ministry has stated that in the first place, BBC is not a State-owned TV organisation. While Doordarshan has not come across any international study on the subject of revenue earnings of TV organisations abroad from licence fees paid by TV set owners, it is a fact that in most countries these licence fees constitute a part of the income for TV organisations. In India, there used to be an annual licence fee on TV/Radio sets ownership till some years ago, when this was abolished. Taking into account the role assigned to Doordarshan in promotion of national development and the limited purchasing power of the vast sections of the society, it is the considered view of the Ministry that no additional financial burden should be placed on prospective buyers by way of recurring licence fee.

4.14 Asked whether Doordarshan produced or planned to produce video cassettes of its programme for public sale and whether any study had been made by it about the impact of news cassettes being produced by a few leading Journals on the audience so as to consider the production of such cassettes on a commercial basis, the Ministry has stated that at present, Doordarshan does not produce Video Cassettes of its programmes for home-viewing on a mass scale. However, on specific requests of Government organisations, educational institutions, public undertakings and private individuals, VHS copies of programmes already produced and telecast by Doordarshan are made available to such indenters, after

examination, on payment of prescribed charges in case Doordarshan has copyrights. Doordarshan has not so far carried out any study of the impact of news cassettes being produced by private entrepreneurs on the audience.

4.15 Although both the AIR and Doordarshan are heavily dependent on budgetary support and are not even able to meet their total operational expenses from their revenues put together, the Ministry does not appear to be concerned about it. They seem to be under the misconception that since the two media units have been set up for promoting certain social objectives, the Govt. should go on giving them monetary support for all times to come. In the opinion of the Committee, such a belief on the part of the Ministry could only stem from their conviction that the two objectives, namely, raising revenue and promoting social objectives, are not compatible, whereas, they need not always necessarily be so.

4.16 The Committee are of the considered view that the Govt., with so many development projects suffering due to lack of funds, cannot go on providing heavy monetary support to the media units for all times to come and it is high time the latter tried to devise ways and means to raise their earnings. The Committee believe that the Ministry could advantageously refer to the working of profit-making broadcasting organisations operating abroad. They do not share the belief that a public utility organisation which lays adequate importance on raising revenue cannot serve the public in the manner it should. The truth, in fact, is the other way round.

4.17 The Committee also feel that the revenue raising potential of AIR which has one of the largest networks in the world and, undoubtedly, a huge listener-ship, by even world standard, has been grossly underutilised. In the opinion of the Committee if all the centres of AIR could manage to collect advertisements relating to local products/services available in their respective areas and put them out judiciously even in the form of commercial bulletins at fixed times, then apart from fetching enormous resources to the AIR, it could also accelerate economic growth in the country. Like-wise, the large number of Doordarshan Kendras could also put out advertisements in the various programmes telecast at fixed hours for the consumption of the local people they are designed to cover,

4.18 The Committee in this connection would like to caution the Govt. to take note of vast technological developments that are fast taking place in the world. The new technology that has been developed has brought about alternate programming like Cable TV, Video Cassettes and Video magazines which will soon beat the system and will be beyond the reach of the Government. Eventually, it has to be realised that the judicious balancing

of commercialisation and promotion of social objectives has to be done to make both the media viable and self-supporting. They are of the view that the Govt. should consider these aspects in greater depth so as to exploit fully the revenue potential from commercialisation while achieving the desired social objectives.

#### Security Arrangements in AIR/Doordarshan Centres

4.19 The present security set-up of AIR and Doordarshan continues to be controlled by All India Radio. The security staff structure at present is as under :

S. No.	Name of the Post	No. of posts
1.	Deputy Director General (Security)	1
2.	Assistant Director General (Security) North Zone	1
3.	Asst. Director General (Security) East Zone	1
4.	Deputy Director (Security)	1
5.	Security Officer Grade-I	4
6.	Security Officer Grade-II	10
7.	Security Officer Grade-III	2

4.20 At the Headquarters, the Dy. Director General (Security) is being assisted by Asst. Director General (Security) (North Zone) who, in addition to looking after the North Zone which comprises eight States/ Uts. viz. J&K H.P., Punjab, Haryana, Chandigarh, Delhi, Rajasthan and Uttar Pradesh, is looking after the Headquarters work also. Similarly Assistant Director General (Security) (East Zone) is looking after the entire East and North-East Zone.

4.21 At the level of Stations, there is watch and ward staff designated as security guards, who look after the usual watch and ward duties, access control and internal security. In addition, there are also studio guards who control access to the studios. External security is provided by Armed Guards drawn from State Police on payment basis. Round-the-clock guard is provided at the transmitters and at the studios of important

radio stations. The agency primarily responsible providing security to AIR/Doordarshan is the concerned State Government. The deployment of armed guards by the State Government is dependent on the nature of the installation and its situation.

4.22 The Ministry has informed that due to growing security needs and pressing demands of Doordarshan Directorate, the Deputy Director (Security) has been shifted to Doordarshan Directorate (Hqrs.) since July, 1988 to look after security matters of those TV installations which are not co-sited with AIR Stations. He too is functioning under the control of Deputy Director General (Security). The responsibility of security of those TV stations, co-sited with AIR Stations, is still with AIR.

4.23 The Committee wanted to know whether the Ministry had taken note of incidents in places such as Bangalore and Calcutta where groups of people trespassed into the local AIR Stations and Doordarshan Kendras respectively, destroyed property and misused facilities available there, and the steps taken by the Ministry to prevent such occurrences elsewhere in future.

4.24 The Ministry, replying in the affirmative, has stated that after holding detailed enquiry into these incidents, remedial measures to avoid recurrence of such incidents have been taken. The Minister of Information & Broadcasting recently addressed the various Chief Ministers/Lt. Governors emphasising the need for making proper arrangements for the security of AIR/Doordarshan installations. The Govt. has also constituted a Committee of Officers to look into various aspects of security set-up of All India Radio and Doordarshan. The Committee, *inter alia*, includes a representative of the Ministry of Home Affairs (Intelligence Bureau) also. In addition to suggesting the pattern of security set-up of All India Radio/Doordarshan, the terms of reference of the Committee include identification of vulnerable AIR stations/Doordarshan centres, review of existing security system and the bifurcation of security set-up of AIR and Doordarshan. The Committee has already started its deliberations.

4.25 Asked whether the Ministry was satisfied with the security arrangements provided by the State Governments at the regional stations of the media units, the Ministry has stated that the Government is, by and large satisfied with the security arrangements made by State Governments. In case any special security arrangements are required at a particular place, the same are discussed with State Govt authorities for making the necessary arrangements, whenever necessary.



4.26 The Committee take serious note of the incidents of trespassing in to the local centres of All India Radio/Doordarshan at such places as Calcutta and Bangalore. In the opinion of the Committee such incidents are fraught with serious consequences and should be curbed with a firm hand. The Committee, while agreeing that it is not possible to deploy armed policemen in large numbers at every All India Radio/Doordarshan station round the clock, desire that appropriate warning systems should be installed in their premises. The Ministry has stated that the Govt. has constituted a Committee to look in to various aspects of security set-up of All India Radio/Doordarshan. The Committee would like to be apprised of further action taken in this regard.

#### *C- Programme Research*

4.27 Of late, AIR and Doordarshan are broadcasting several programmes based on history and Mythology. They are also Serialising classics of famous authors in different Indian languages.

4.28 The Committee desired to know whether the officials in charge of production/presentation of such programmes were taking due care to ensure that these programmes were adequately researched so that they did not distort facts. The Ministry has stated that Doordarshan is fully conscious of the fact that programmes based on mythology and history should be thoroughly researched. Thus, for example, the producers of the serials "Ramayana" and "Mahabharat" were specifically asked to constitute panel of experts and to associate them with these productions right from the planning stage. It has, nevertheless, to be admitted that individuals have different perceptions about such historical and mythological events. In spite of Doordarshan's best efforts there have, therefore, arisen instances where complaints have been received about the accuracy of such programmes and in some cases the matter has also become subject of litigation.

#### *D. Inter-Media Coordination*

4.29 The guidelines framed by the Govt. for the day-to-day functioning of the official Media Units state that Media Units should have constant dialogue among themselves and establish effective horizontal linkages to support and supplement one another's programme.

4.30 The Committee wanted to know whether the AIR and Doordarshan have established such linkages. The Ministry, replying in the affirmative, has stated that the horizontal linkages between AIR/Doordarshan is done through Inter-media Publicity Coordination Committee Meetings at the local level. The pool copy of AIR news bulletin is made available to the Doordarshan news room personnel. The Directors of the Kendras at stations are in touch with each other especially in matters relating to campaigns, AIR has a system of providing Drama Scripts to Doordarshan for possible use. Sound Track of Doordarshan programme is taken by AIR

whenever needed. Doordarshan draws its music talents from AIR's panel. The programme, engineering, administration, audience research and the civil construction wings draw upon common cadres.

4.31 The Committee wanted to know if there had been any instances where mutual support had not been forthcoming due to compulsions of men and material or purely on the basis of policies. Asked as to how such types of disputes are resolved, the Ministry has stated that there has been no instance of lack of mutual support.

*E. Special Allowances for AIR/IDD Employees*

4.32 During the visit of the Study Group of the Estimates Committee to Darjeeling and Sikkim, it was brought to their notice that due to difficult living conditions in these places it was desirable to give enhanced allowances to the AIR employees working there on the pattern of that admissible in North-Eastern States. In reply, the Ministry has stated that AIR employees are treated like any other Central Government employees who are eligible for several allowances in accordance with the orders of the Government.

4.33 The Committee note that due to difficult living conditions in Darjeeling and Sikkim there are staff shortages in various cadres which create difficulties in the normal functioning of both the media units at these places. The Committee are of the view that there is a strong case for the grant of enhanced allowances to the staff working in these areas on the pattern of that admissible in North-Eastern States. They desire that the Ministry should consider this matter in consultation with the Ministry of Finance so as to avoid the hardships of employees working in these areas.

*F. Perspective Plan for AIR/Doordarshan*

4.34 Today 82.9% of the area and 91% of the population of the country is covered by the 95 Radio stations in the country broadcasting a total of 1830 hrs. for the home service. Similarly, by the end of 7th Plan, Doordarshan hopes to cover 80% population of the country by setting up a large number of additional transmitters of varying powers "in border, hilly, tribal, remote and sensitive and Island areas of the country", besides provision of programme production facilities in all the States/UT. Broadcasting in India has thus come a long way since the Nineteen-thirties, the decade it began here on an experimental basis, thanks to the pioneering efforts of Madras Presidency Radio Club (1924) and the Indian Broadcasting Company (1927), a private concern. And yet, Doordarshan and AIR

the official electronic media units have a long way to go before they can rest on their laurels.

4 35 Asked to give the outlines of perspective Plan, if any, prepared by the Ministry, to expand and strengthen the reach of AIR/Doordarshan and to "enhance their performance and appeal in response to the wide-ranging national requirements and aspirations", the Ministry has stated that the perspective plan for AIR for the period of 1990-2005 has the following essentials :

- (i) To provide Radio coverage to the remotest part of the country with various types of the programmes, specially in the language/dialects spoken by the people of their area and increase the participation of the masses.
- (ii) To provide multi-channel programmes, for entertainment, education, sports and cultural activities so as to meet the aspirations of the various cross-sections of the people.
- (iii) Consolidate the National, Regional and local Channel Broadcasting and provide 100% coverage for this three-tier system for the entire country.
- (iv) To consolidate the existing External Services to the various target countries.
- (v) To augment programmes on development of human resources, expansion of social infrastructure for education, health care, family welfare, water supply, sanitation and rural development.
- (vi) To increase awareness of the Government's New Education Policy, provide support for the open university system and correspondence course.
- (vii) To provide support for Integrated Rural Development Programme.
- (viii) To provide multi-channel broadcast for domestic service, and high quality stereo-transmission
- (ix) To provide Distt. level Transmitting Stations.
- (x) To utilise various latest technological options in the network like :
  - (a) Direct Broadcast Service through Satellite.

- (b) Full utilisation of Medium Wave, Short Wave and F.M. Channels.
- (c) Single side based transmission in Short Wave.
- (d) Automation in selection of Studio programmes transmitters & aerial system.
- (e) Digital recordings of transmission of Audio Signal.
- (f) Networking of local Stations with Regional Centres and of Regional Centres with each other.
- (g) Introduction of electronic switches compact in the network.
- (h) To provide radio coverage to the North and South America through Relay based transmitters and in friendly countries in Western Africa.
- (i) Broadcast Radio Data System, information service through various F.M. Transmitters.
- (j) To increase research and developmental activities for use in the network.
- (k) Use of fibre optics in transmission system.
- (l) Modernization and replacement of equipment which have outlived their lives, by latest available technologies.
- (m) To provide training facilities to all individuals in the network.

4.36 The Minister of Parliamentary Affairs and Information and Broadcasting, in response to unstarred question No. 25558, stated in the Lok Sabha on 29.11.88 that High Definition Television (HDTV) was under development in many countries of the world including Japan. He also stated that Doordarshan was keeping a close watch on the emerging developments in the field of High Definition Television. However, investments involved in introduction of High Definition Television being very high and a world-wide production standard not having been established as yet any early introduction of HDTV transmission in India was not foreseen.

4.37 Admitting that "the objective of the TV broadcast is not just to provide a TV signal but a service which would fulfill the genuine needs so

that TV media can play its proper role in the development of the country" the Ministry has stated that Doordarshan proposes to introduce a three-tier service by the end of this century. The broad outline of the services is given below.

1. Primary service in the language of the State & originating in the State—Various transmitters in the State would be linked via Satellite or microwave circuits to the Capital programme Production Centre for relay of the programmes. Transmitters installed till the end of VIIth Plan will carry Primary service. Additional transmitters would be required to provide satisfactory service at every place. The requirement of additional transmitters for the purpose is estimated to be 319 (HPTs—99, LPTs—70) (VLPTs—150).

2. National Service available on domestic receivers throughout the country—While the Primary service will originate from a State Capital and will provide programmes in the language of the State, the National channel will provide programmes in Hindi & English. This channel, presently uplinked from Delhi, will provide programmes of National News, current events and the like programmes; in addition programmes of national integration will be the main features. Tentatively the requirement of transmitter to be installed in the country for National Service has been worked out to be 238 (HPTs—183, LPTs—55). National Service will be broadcasted on UHF Band.

3. Local Service—Local service, at present, is confined to the four metropolitan cities, viz, Delhi, Bombay, Calcutta & Madras. The rapid industrialisation of the country has given impetus to migration of people from out-side their States. This is giving rise to more and more towns acquiring cosmopolitan character. Among a host of many such towns, four places, viz., Bangalore, Hyderabad, Ahmedabad & Guwahati have been identified for provision of local service.

4.38 Apart from introduction of three-tier services, the perspective plan for Doordarshan includes the following proposals as well :—

1. Educational Service—Educational Programmes will have to be produced in various regional languages and uplinked through the earth stations at the State capitals. Exclusive transmitters to cover as much population as possible are proposed to be provided in UHF Band and throughout the country. The requirement of transmitters for this service is estimated to be 267 (HPTS-182, LPTs-85),

2. Provision of Programme production facilities at subregional level--No. of Programme production Centres in the country at the end of this century is expected to increase to 100. Programmes produced at these centres would be included in the Primary Service.

3. Introduction of Teletext Service in all regional languages--The ultimate goal is to make available the service to millions of people all over the country in their respective languages. The Teletext service is proposed to be incorporated on all Primary Service.

4. Introduction of Pay TV service for special audience on DRS--This service would provide programmes in various fields of engg., computer social education, management, law politics, medicine with the aim of providing continuing education for professionals. A transponder with country wide foot prints in D.B.S mode would be required for this service.

4.39 Perspective planning or long-term planning is a must for every public organisation especially for those that are working in such important fields as mass-communication. While the Committee are glad to note that the Ministry has prepared prespective plans for both, All India Radio and Door-darshan, they are of the view that planning, be long-term or short-term, can lead to desired results only when it is based on proper identification of the problems faced by the Organisation in question, its future needs etc. and is backed by requisite monetary resources and will.

4.40 The Committee hope that the Ministry would adequately strengthen planning, implementation and monitoring machinery so that all plans are executed with due promptitude and there are no time and cost over runs.

4.41 The Committee appreciate that the Government are aware of developments relating to High Definition Television (HDTV) in other advanced countries and are of the view that while drawing perspective plans of both the media utmost importance should be given to Research and Development work so that the country keeps abreast of vast technological developments in the world and is in a position to adopt them expeditiously.

4.42 They also note that 72.5% of the total area is covered by TV programmes of the country which contains about 5 lakh villages. Since TV is the only worthwhile medium of entertainment for the vast multitude of the rural population it is imperative that a central plan is initiated to provide them with community sets in large numbers. While giving them entertainment this will make them aware of the socio-economic conditions in the country

and will accelerate their active participation in the developmental activities. Doubtless, the Ministry of Information and Broadcasting is not directly concerned with the matter yet the Committee feel that the Government should ensure preparation of a suitable scheme in consultation with concerned Ministries so that the vast majority of our rural population are truly benefited.

## APPENDIX

### *Summary of Observations Recommendations.*

S. No.	Para No of the Report	Recommendations/Observations.
1	2	3
1	1.30	<p>The Committee note that there is an inbuilt mechanism in the Ministry consisting of review meetings by the Secretary, review done by the Minister, discussions in Parliamentary Consultative Committees and deliberations of the Programmes Advisory Committees to ensure against any misuse of the media units. They also note that the recommendations of the Joshi Committee regarding establishment of some kind of an Ombudsman "equipped to pronounce impartially on the complaints of bias" in the programmes of Doordarshan has not been accepted by the Government on the consideration that the two electronic medias are in close scrutiny of Parliament, Press and Public opinion.</p>
2	1.31	<p>The Committee, however, feel that it is imperative to set up a high level independent agency to investigate the allegations of being biased and timid levelled frequently against AIR and Doordarshan, as</p>



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such allegations tarnish the image of the media units and lower their credibility with the masses. The establishment of a watch-dog equipped to pronounce impartially on the complaints of bias in the programmes of AIR and Doordarshan, in the considered view of the Committee will go a long way in halting this process and create confidence in public mind of their credibility and impartiality.

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Establishment of an independent agency would not only ensure that there is objectivity and independence in the investigation of complaints but it would also make them appear so to the outside world which is very essential for the enhancement of credibility of the two media units. The Committee are also of the view that the establishment of an independent agency will also strengthen the hands of professionals now working with AIR and Doordarshan in adhering to the professional approach they are called upon to follow in selecting/presenting various programmes on Doordarshan and AIR. They accordingly recommend that an agency to investigate complaints of bias in the programmes of AIR and Doordarshan should be set up without any further delay. The administrative policy and reforms relating to the functioning of media units should be strictly outside the scope of such an

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agency. The Committee also desire that terms of reference, modalities, etc. should be worked out in consultation with a body of experts in the field.

**4****1.35**

The Committee are of the view that till such an agency is established, it will be desirable to keep a proper record of complaints, allegations and criticisms which are received relating to mal-functioning of these media units. The follow up action taken in each case should also be appropriately indicated so as to know precisely the position of that complaint. They urge the Ministry to devise a scheme for maintenance of proper records relating to the receipt of complaints, criticism, allegations etc. so as to ensure their adequate investigation and monitoring. They would also like to be apprised of further developments in this regard.

**5****1.36**

The Committee are of the view that it is essential to take concrete steps to impart objectivity and professionalism in giving news coverage and that the tendency to ignore news having social and economic consequences should be strictly curbed. To cite a specific case, it had taken more than two weeks for AIR and Doordarshan to report a rare incident of such enormous national importance as that of 'Sati' at

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Deorala. This only betrays lack of professionalism on the part of both the media units. The hope that a situation of this type will be strictly avoided in future.

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1.37

The Committee note that the management of the TV and Radio Services is left in the hands of the Ministry of Information and Broadcasting whose Secretariat is manned by generalist officers. They are of the considered view that, managing the AIR and Doordarshan on professional lines is too complicated a task for the generalists but one which requires continuous attention of professionals having experience in the field of mass communication, sociology, psychology, etc. Television, being an audio-visual medium, has tremendous potential for creating trends and moulding public opinion. Even if the present set up is intended to be continued it is essential to impart professionalism to officers working in both the media or in connection with them in the Ministry. There should be proper demarcation of roles between the Ministry and the Doordarshan and AIR which should be meticulously observed.

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The Committee also recommend that there should be a "National Broadcasting Council" on the lines of National Doordarshan Council suggested by the Joshi Committee.

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The Council should be representative of several schools of thought and include astute businessmen, cinema and theatre professionals, novelists, artists, poets and journalists of all media. These persons of eminence will inspire confidence by having no interest to serve other than those of public. However, they may not be permanent members.

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In a country like ours where the Central and the State Governments have taken upon themselves the responsibility of removing poverty and promoting all-round prosperity of the people, it is natural that they seek the aid of the mass-media to create greater awareness among the people about the problems of the nation and motivate them to work together for solving those problems.

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Although the Ministry has stated that AIR and Doordarshan Authorities are in close and constant touch with the different departments of the State Government, and that on important occasions, Ministers and Chief Ministers are allowed to broadcast to the people, it has admitted that there is no written code to guide the media authorities and State Governments in this regard. In view of this aspect and also the fact that there have arisen a few acrimonious situations between State Governments and Media Authorities relating to the access of

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the former to Radio and TV Services situated in their respective States, the Committee are of the view that there should be clear and precise guidelines relating to the use of media by the State Governments, which should be meticulously observed by the Media Authorities so that there is no repetition of the acrimonious situations that had taken place in the past and the Government concerned are able to discharge their respective functions with mutual goodwill and smoothness.

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2.12

During the last thirteen years, AIR is known to have no less than six Director-Generals. The average tenure of an incumbent for this office during the last ten years has been less than two years. From 1.4.79 to 28.9.79, the post was held concurrently by the then Secretary, Ministry of Information & Broadcasting. The Committee feel that such a short tenure for the Director-General is not at all conducive to efficient functioning of the Organisation. Even the Ministry has admitted that 'a reasonable tenure at the level of Director-General is one of the factors which would lead to the efficient functioning of the media units'. However, for reasons best known to them, they have pointed out that 'it has not been possible and neither it is desirable to adopt an inflexible policy regarding the

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11	2.13	<p>length of the tenure of Director-General'.</p> <p>The Committee recommend that each incumbent to the office of DG should be given a reasonable tenure of these at least four years to ensure continuity and his involvement and interest in the Organisation. Apart from enabling the incumbent to work without fear or favour, such a measure would enable him to take care of the long term interests of the Organisation- They are also of the view that as far as administratively feasible, a professional rather than a generalist should be appointed to man the post of D.G., A.I.R.</p>
12	2.28	<p>The Committee are happy to note that after the completion of 7th Five Year Plan, the coverage of AIR is expected to go up to 91% of area and 97.5% of population of the country. The Committee hope that concerted efforts would be made to achieve the set objectives during the 7th Five Year Plan.</p>
13	2.29	<p>The Committee note with dismay the tardy progress made in the construction of exclusive National Channel comprising of a 1000 KW MW transmitter at Nagpur, a 200 KW MW transmitter at Bangalore. a 300 KW MW transmitter at Vadodara at different locations so as to cover the entire length and breadth of the country. They</p>

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deprecate that this project which was mooted 15 years ago has not been completed as yet. The completion of all these transmitters in time would have enabled the AIR regional stations to devote more time to programmes in respective regional languages.

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2.30

The Committee desire that the Ministry should intensify their efforts and take expeditious steps to complete the construction of remaining transmitters according to a time-bound programme. Progress of work regarding establishment of 73 local Radio Stations which is stated to have been envisaged during 7th Five Year Plan should be monitored and adequate measures taken to achieve the set targets. The planning, implementing and monitoring machinery should be suitably strengthened to avoid time and cost overruns. They also note that the present timings of National Channel from 19 hours to 0230 hours are not appropriate to draw maximum audience, as most of the people go to sleep after 9-10 p.m. Secondly, from 7 p.m. to 10.00 p.m. most of the population view Doordarshan Programmes. The Committee feel that to draw maximum audience and to take the programme truly 'National'; it is imperative to do some advance planning so that at least during the Eighth Plan period it is possible to

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make some progress in this direction. They see no point in starting a programme which has no practical advantage and results in non-productive utilisation of resources.

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2.31

The Committee are of the considered view that special attention should be paid to ensure that the programmes made for Border Areas are not only attractive but reception is also of a high order so that sensitivities of the people are not exploited by the countries across the border. This matter should be given the highest priority and the unity and integrity of the country should not be allowed to be jeopardised.

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2.37

The Committee note that the publication of Akashvani Journals, which were brought out in eight languages, was discontinued in 1986 and 87 as these journals had been incurring heavy losses and were unlikely to become self-supporting.

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2.38

The Committee are of the view that with major expansion of AIR and D.D and growing interest of viewers in serials and the stars featuring in such serials, it should be possible to re-start the publication of a Journal covering AIR and D.D. programmes which can be a profitable venture also. Besides giving the details of programmes of these two media units the Journal should con-



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tain articles on D.D. and AIR programmes and personalities involved in them. They see no reason why with some imagination and involvement of eminent journalists in the field it should not be possible for this Journal not only to be self-supporting but also to earn revenue through advertisements etc. It will become an automatic choice for advertisers who are sponsoring serials on Doordarshan. There is tremendous amount of interest in the country in TV serials and this can be profitably cultivated in making the new Journal a stupendous success. With vast expansion of TV network and growing popularity of TV programmes, especially sponsored serials, viewers will show keen interest in forthcoming serials. Moreover, the number of magazine covering TV programmes is quite negligible. This forum can also be advantageously utilised to know audience reaction about the quality of various programmes and feed back received can be successfully utilised in improving them. The Committee would like the Ministry to react to this suggestion after considering all the aspects of the matter.

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2.47

Guidelines laid down by the Government for the production/presentation of news and current affairs programmes by the AIR/Doordarshan envisage that the "news-value" and "news worthiness" of different happenings form the basis of their coverage in the

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news and current affairs programmes of the two media units. It has been stated by the Ministry that these guidelines are being strictly followed by the AIR and Doordarshan. The Committee, however, note that whereas a rare incident of enormous national importance like that of "Sati" at Deorala in Rajasthan took place on 4.9.1987, both the official electronic media units failed to cover the news until after two weeks of the occurrence of the incident. The reason adduced by the Ministry for such astounding delay is that "Being Government media, AIR/DD cannot afford to give unconfirmed news, They had, therefore, to wait till the report was officially confirmed." The Committee fail to understand that when all other media agencies including small newspapers in the country were able to report the incident shortly after it occurred, it took more than two weeks for the media units to get the news confirmed, although the place of occurrence, Deorala, is not very far from New Delhi, the Headquarters of AIR and Door-darshan. This indeed is a sad reflection on the working of the official media.

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2.48

The Committee urge the Ministry to ensure that failures of this type do not recur in future as they erode the credibility of the official media in the eyes of the people and make them

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relay more on the news and views of foreign media agencies like the BBC even with regard to happenings in the country.

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2.49

The Committee recommend that the Ministry should look into the circumstances that caused delay in collection and presentation of news by the AIR/Doordarshan and take necessary remedial action with due promptitude as it is absolutely essential to impart professionalism and objectivity in production/presentation of news. They would like to be further apprised of the steps taken in this regard.

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2.54

The Committee feel that due coverage is not being given to reports of Parliamentary Committees. Since these reports cover comprehensively all subjects concerning the socio-economic scenario in the country it will be desirable to give extensive coverage in news programmes relayed by AIR so that the knowledge contained in these reports reaches the people throughout the country.

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2.73

The Committee note that to achieve the twin goal of 'Health for all', and 'Net Reproduction Rate of Unity' by the year 2000 AD, a new communication strategy is being implemented by AIR centres in the country. They hope that the implementation of new communication strategy would be made in right earnest so as to ensure

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		the achievement of the objectives as per schedule.
23	2.74	<p>The Committee also find that specialised Training courses for programme personnel of AIR associated with Family Welfare broadcasts are organised by AIR in coordination with the Ministry of Health and Family Welfare. They, however, feel that these programmes are not organised frequently as the first programme was held in December, 1987 and after that the second programme was scheduled to be held in March, 1989. The Committee are of the view that there is a need for organising such programmes more frequently and on a regular basis so as to cover all those associated with the broadcasting of Family Welfare programmes.</p>
24	2.75	<p>The Committee would also like the Ministry to organise similar programmes for programme personnel associated with the broadcasts of programmes in other fields viz. Agriculture, Science &amp; Technology, Women Welfare etc. For this purpose the Ministry of Information &amp; Broadcasting should hold discussions with the concerned Ministries and make appropriate arrangements accordingly.</p>
25	2.76	<p>The Committee laud the novel way of redressal of grievances of people by AIR Jalandhar and hope that this</p>

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would be further expanded and properly directed so that it becomes an effective instrument for solution of people's problems which are getting aggravated due to multitude of reasons. The very existence of such a forum and apprehension that the name of any organisation/individual may figure in the programme may also act as deterrent in future. They suggest that the AIR should watch the progress of the scheme earnestly with a view to consider its further expansion to other centres. The Committee would like to be apprised of further steps taken in this direction.

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2.87

In the opinion of the Committee, there is much room for expansion of the Commercial Services of AIR. The Ministry has stated that Commercials have been introduced so far on the primary channels of 55 stations and it is proposed to extend them to more stations in a phased manner. The Committee urge the Ministry to ensure that the Commercial Services are extended to all stations so as to get more revenue and to accelerate faster economic development in the country.

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2.88

The Ministry has formulated no perspective plan for the Commercial Services. In the opinion of the Committee, that is one of the areas in which there is real need of such planning. The Committee hope that

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the expansion of the Vividh Bharti/ Commercial Broadcasting network which could not be carried out in the VIIIth plan due to lack of funds would be given due priority in the next one. The Committee would like to caution the Ministry, that AIR could neglect such activity at its own loss. Pecuniary Commercial Advertisements, the Committee would like to remind the Ministry, have been accepted as a legitimate source of raising revenue by media units, including electronic ones. and there is no reason as to why the AIR should feel apologetic about its advertisements as long as the latter do not violate any provisions of the Code set for them.

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2.95

The Committee have been informed that in the 7th Five Year Plan it is proposed to establish 46 more Educational Broadcast Programme production units. There is also a proposal to devote at least 2 hours of broadcast time to programmes on education on the primary channel and about an hour in the National Channel. The country is in the last year of Seventh Five Year Plan. The Committee would like to be apprised of the actual achievements so far and the steps being taken to achieve the set targets as per the schedule. They would also like to be apprised of the actual position as regards the setting

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up of 16 more Science Cells which were also proposed in the 7th Plan to provide broadcast facilities to select stations especially serving backward areas. The matter regarding educational broadcast of programmes of Indira Gandhi National Open University which is stated to be under consideration should be finalised expeditiously and appropriate steps taken for their broadcast.

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2.107

The Committee note that special programmes for farmers, working women and housewives, industrial workers, youth, etc. are broadcast by the different stations of AIR for varying durations. The Committee have been informed that the programmes on farmers and industrial workers are broadcast from about 39 stations of AIR in the country. The Committee do not have any specific information as regards the number of AIR stations broadcasting programmes on women. They desire that the programmes on Working women and Housewives should be broadcast from all the AIR stations. Similarly, radio series on mother and child care which at present is being broadcast from 18 station should be broadcast from other stations of AIR in the country also. The Committee are not aware whether these programmes are broadcast in the regional languages only or in other languages (dialects) also. The Committee desire that in

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case the programmes are broadcast in regional languages only, feasibility of broadcasting these programmes in other languages (which are spoken by a sizable section of the society) as also in English & Hindi be considered after assessing their utility.

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2.108

The Committee note that the studies conducted in 1985-86, 1986-87 and 1987-88 to ascertain whether the programmes broadcast by the AIR/DD serve the intended purpose or not have revealed that AIR/DD have been a major source of information but there has been inadequate back up services from some departments. The Committee desire that before broadcasting any programme on behalf of any department, it should be ensured that these departments provide proper back up services, failing which the broadcast should be stopped.

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2.109

The Committee note that it was proposed to set up specified programme production units at 45 centres to expand programmes for women and children also to set up Farm and House Units at 6 more centres for expanding programmes for farmers during the VIIth Five Year Plan. The Committee, however, feel that nothing concrete has been done in this regard even though more than four years of the VIIth Five Year Plan have elapsed. The Committee are not sure whether the set targets



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would be achieved during the remaining period of 7th plan- The Committee may be apprised of the actual position in this regard indicating the steps taken to fulfil the targets as envisaged.

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2.119

The Committee take note of the active role being played by AIR in the formulation and implementation of the activities of various International fora related to broadcasting. AIR is also providing manpower, technical expertise and training facilities to Third World Countries.

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2.120

The Committee observe that AIR has about 150 countries on its mailing list to which various types of programmes are supplied for broadcast. However, AIR has Cultural Exchange Agreements with only 62 countries to whom items of Indian Music alongwith explanatory notes in English are sent regularly on quarterly basis. The Committee think that the Cultural Exchange Agreements are more comprehensive and beneficial in so far as dissemination of great Indian tradition in music is concerned. They, therefore, desire that Government should initiate action in consultation with other agencies concerned to enter into such agreements with more countries that are on its mailing list, so that this exchange takes place on a wider basis.

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2-121

From the details submitted by the Ministry regarding Cultural Exchange Programmes with other countries a very unbalanced picture emerges. While the Ministry asserts that the principles underlying such exchanges are strengthening of mutual ties, expanding areas of co-operation and closer acquaintance with other's culture, sharing of knowledge, expertise and advancements in various fields, the picture that emerges is entirely different. The Committee note that in very few cases the principle of reciprocal exchange can be applied to. To give a few instances, while 138 Radio programmes were sent to Afghanistan, non was received thereagainst. In case of Bahrain 83 programmes were sent to them while only 4 programmes were received from them. In case of Yugoslavia only 17 programme were received as against 283 programmes sent to them. No programme has been received from Mauritius in lieu of 595 programmes sent to them. Likewise Qatar has not sent us any programme as against 209 programmes sent to them. In all 2585 radio programmes have been sent to various countries as against the receipt of only 479 programmes under various Cultural Exchange Programmes. The Committee are of the considered opinion that this almost one-way traffic in regard to radio

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programmes cannot help in achieving the requisite degree of cultural exchange for which they are actually planned. The Committee, therefore, desire that the exchange of radio programmes should be on a more realistic basis in order to make it really meaningful by making available benefit of cultural heritage of other countries to the Indian audience.

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2,138

The Committee have been informed that the External Services Division of AIR broadcasts programmes for 72 hours and 55 minutes, each day in 23 languages covering in all 54 countries in West, North, East and South East Asia, Australia and the Indian Sub-Continent. The Committee, however, are dismayed to note that no such facility extends to the South and North America, Fiji and the Caribbean Islands, because of their being beyond reach. The Committee feel that as these broadcasts are desired to serve as a link with people of Indian origin settled or living abroad, immediate steps should be taken to cover the Caribbean Islands and Fiji, as a sizable part of population there is of Indian origin.

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2,137

In so far as extension of these services to North and South America is concerned the Committee are of the firm opinion that the vilification

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campaigns launched by a few disgruntled elements, warrant immediate steps for establishment of these services so that the majority of Indian people living there are apprised of actual position prevailing and are not fed on distortions and half truths. The Committee feel that it is high time that the Ministry realised the importance of these broadcasts as the most vocal, and effective ambassadors of the country's cause. They also feel that any investment made towards the extension of this service would be fully justified if it enables the people of those countries to be properly educated-

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2.138

The Committee find it surprising that no audience survey has been conducted by the Ministry regarding the impact of External Services broadcasts and the Ministry has drawn sketchy conclusions about 'sizable listenership' etc. from the letters received by it. The Committee desire that in order to make improvement in the qualitative performance of these services, an audience research be carried out systematically, covering all the aspects of the broadcasts like presentation, timing of broadcasts, quality of reception, viewers' interest, topicality, periodicity etc. so that the results are incorporated in the future broadcasts to make them more meaningful and effective. To start

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with, such a research should be carried out in few selected countries. The Committee would like to be apprised of developments in this regard.

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2.147

The Committee think that there is much room for improvement in the audience research of the AIR. It is not as extensive as it ought to be. Sometimes, studies/surveys are conducted by news-papers/Advertising agencies about the broadcast programmes which, the Committee desire, should be taken note of by the Audience Research Unit. The Committee are of the opinion that the media units should carry on the system of commissioning outside agencies for doing research/survey about their programmes as that would carry more conviction and credibility.

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3.8

Since the year 1976, the year Doordarshan was made a separate department, Doordarshan has six Director-Generals including the present incumbent, and out of which at least three have been from the administrative services. Asked to point out whether the present system of having both professionals and non-professionals for heading the media unit needed any change, the Ministry has replied in the negative. While agreeing that persons holding the post of D.G. should have administrative capability, required as

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they are to preside over "vast empire" like the AIR and Doordarshan, the Committee emphasise that managing media such as AIR/Doordarshan is a very different from managing law and order situation in a territory or implementing economic plans and policies in a government department. and unless a person has training and long experience in the field of social communication, no matter how good and efficient administrator he is, he would surely fail to do justice to the role he is expected to perform as the Head of the media unit. In this connection they refer to the recommendations of the Joshi Committee that the Director-General, Doordarshan, should be a "person with a distinguished record in social communication, and of such acknowledged professional eminence that no question to worry about career prospects should arise in the event of his having to resign if functional and professional autonomy of Doordarshan is interfered with, "which they think deserves to be considered in depth. The Committee are of the view that more than anything else, continuity and persistence are needed to consider the selection of Director-General who should be able to project objectively the functioning of this media. They also feel that like Director-General, AIR, the post of Director-General,

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3.26

Doordarshan, should be manned by a professional rather than a generalist as far as administratively possible.

The Committee note that due to paucity of resources some of the boarder and strategically important areas of the country are not covered by any of the Doordarshan Kendras. However, in some of these areas foreign TV signals are received which the Committee feel, will be prepetrating hostile propaganda against India. The Committee are of the considered view that the constraint of resources should not come in the way of providing the facility of TV in such areas so that it is possible to counter effectively such propaganda. The Committee therefore, desire that Ministry should chalk out a programme to cover all such areas with Doordarshan programmes of any of the Kendras on a priority basis. The Committee may be apprised of the concrete steps taken in this regard.

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3.27

The Committee are unable to appreciate the imbalance in the distribution of T.V. services in the country. Whereas by the end of Seventh Plan period, over 90% of the population of States like Goa, Haryana, Meghalaya, Punjab, Sikkim, Tripura, UP and West Bengal is likely to be covered in States such as Arunachal Pradesh, Manipur, Himachal Pradesh Rajasthan, Orissa etc. the coverage

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is expected to be less than 70 per cent. The Committee would like the Ministry to remove this imbalance by covering the maximum percentage of population in remaining States.

41 3.28

The Ministry should chalk out a programme to provide TV service throughout the country under a time bound programme. Due priority should be given to the allocation of funds for this purpose.

42 3.29

The Committee also desire that to cover a large number of Doordarshan Programmes as also to provide a wider variety to the audiences, which could also be cultivated to compete with the programmes on the first channel, second channel of TV should also be set up in more States. This can also be considered to generate more resources from advertisements. The Ministry should consider the request of states for setting up of second channel of Doordarshan in their states and take appropriate steps to set up the second channel in a phased manner.

43 3.30

The Committee note that Cable TV networks are enered by private entrepreneurs in different parts of the country which interfere with the Doordarshan's transmissions in their vicinity. A detailed proposal is stated to have been made to the Ministry of Communications to strengthen the existing law so as to help in better



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regulation of the establishment of these networks. The Committee desire that the matter may be pursued vigorously with the Ministry of Communications and appropriate steps taken with due promptitude.

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3.46

While the Committee welcome the steps taken by the Ministry to expand its programmes, they are of the considered view that the Doordarshan should concentrate on improving the quality of its present programmes.

Any quantitative expansion should not be at the cost of quality. It is imperative to impart professionalism in news gathering and reporting. Efforts also need to be made by the Doordarshan to make its own serials, which could provide purposeful entertainment to the people.

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3.47

They also note that for the recently introduced afternoon transmission the details of the programmes are not given in the mornings and evenings in the National Network National programme. It is considered essential to give such information to senior citizens and housewives for who this programme is intended.

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3.48

They are also of the view that in morning transmissions significance of important days which have religious, political, regional or international importance should be spelt out for a

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minute or so. This would broaden the mental horizons of viewers about individuals, places etc. and would also result in better dissemination of knowledge about various regions, religious, etc. in the country.

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3.49

The Committee notice that programme of live coverage of important events are very rare unlike the practice in developed countries where such coverage is on a much wider scale. It seems desirable to increase the frequency of such programmes as this would impart objectivity and realism to Doordarshan programmes.

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3.75

News and current affairs programme form an important part of the Doordarshan programme Journal and accordingly occupy a big chunk of its total telecasting time. Apart from News Bulletins of varying durations in several languages, Doordarshan also telecast from time to time and at regular intervals, programmes of varying durations on current affairs, both domestic and international. No specific survey/study, however, has been made by Doordarshan to gather the reaction of the people to such programmes. According to information supplied by the Ministry, all that Doordarshan has done is to conduct a few panel surveys in some selected cities. Even these surveys indicate that the viewership to the news and current affairs programme is far from satisfactory. The Com-

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mittee recommend that Doordarshan should carry-out extensive surveys studies regarding its news and current affairs programmes and carry out necessary modifications accordingly.

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3.76

The Committee note that sometimes important news items are not covered but activities which have relatively little news worthiness are given undue coverage. They cannot but reiterate the recommendation of the Joshi Committee that "Doordarshan news needs to be gathered and presented from perspectives not only of the Government, the ruling party and the urban well-to-do, but also of the many other economic, social, cultural and political groups who constitute the nation".

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3.77

They should appreciate that graceful acceptance of criticism endears the people, or, at least generates reluctant admiration. It is imperative to impart objectivity and professionalism in giving news and in all programmes relating to current affairs, as uninhabited and frank discussions on topics of national interest between eminent persons holding divergent views will enable the audience to have a better appreciation of the point at issue and will ultimately be in the national interest.

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3.78

The Committee desire to emphasise that in order that the news program-

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mes of Doordarshan meet the highest standards of accuracy and objectivity it is essential that there exists total lack of fear in the minds of persons who produce them. The Committee would like the Ministry to examine the matter and take appropriate steps in this direction.

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3.82

The Committee commend the In-text service introduced by Doordarshan to disseminate information on current affairs, sports events, financial matters and other important public utility requirements viz arrival and departure timings of Indian Airlines flights and that of Railway trains. This benefit is however, confined to the viewers in and around Delhi only. The Committee desire that all efforts should be made to cover the viewers in a all parts of the country in a phased manner and under a time-bound programme.

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3.83

The suggestions regarding transmission of position about reservations in respect of Indian Airlines and Railways need to be considered with due promptitude. The Ministry should take up the issue with Indian Airlines and Railway Authorities at an appropriately high level and take urgent steps for transmission of such information which will provide a much-needed respite to the passengers.

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3.89

The Committee note that adequate coverage is not being given to the

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reports presented by Parliamentary Committees. They feel that these reports cover exhaustive and comprehensive subjects concerning socio-economic aspects of the country and therefore they should be duly publicised.

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3.93

The Ministry has stated that contrary to general impression that Doordarshan is promoting cricket at the cost of other games, Doordarshan is giving due importance to coverage of various sports disciplines like Hockey, Volleyball, Football, Archery, Kabbadi, Kho-Kho, Cycling etc. It has also been stated that of the total hours of sports coverage made by Channel I (network), 183 hours were devoted to cricket,

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3.94

The Committee note that while covering one-day and five-day test matches of cricket the normal schedule of programmes on Sundays is disturbed causing a lot of inconvenience to the public. They recommend that the fixed programmes on Doordarshan on any particular day, especially Sunday, may be disturbed to the minimum for the sake of telecasting such matches which are in any case watched by only a segment of the total TV viewers in the country.

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3.99

The Committee note that Education TV (ETV) programmes are

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broadcast only in 6 selected States via INSAT. They desire that efforts should be made to broadcast the ETV programmes in all the States.

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3.100

The Committee feel that school television (STV) programmes which are at present being broadcast by Doordarshan Kendras at Delhi, Bombay, Srinagar and Madras only should be extended to other areas as well.

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3.101

They are of the firm opinion that as the most effective mass media, Doordarshan can play an important role in distance education, which is one of the goals of the National Education Policy, 1986. The Committee desire that urgent steps should be taken to start this programme from all the Kendras in consultation with the Department of Education, in the Ministry of Human Resource Development.

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3.102

The requests which are stated to have been received from Indira Gandhi National Open University and others should be considered on an urgent basis and adequate steps taken to broadcast their programmes from all the Doordarshan Kendras.

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3.118

While the Committee commend Doordarshan for having shown some highly satisfying serials, they are of the view that efforts should continue to be made for improving the quality of the serials. Consider-

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ing the phenomenal revenue Door-darshan had been getting ever since it went commercials in 1977 the Committee cannot help remarking that the quantitative expansion has not been matched by improvement in quality. Therefore, it is imperative to improve the quality of serials.

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3.119

While applauding the phenomenal popularity of serials like 'Ramayana' and 'Mahabharat', the Committee are of the view that there should be some inbuilt system for through scanning of serials to be telecast to ensure that the spirit of the epics is duly observed and every care is taken not to offend the religious sentiments of the people.

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3.120

They also note that certain serials show the political leaders in a very bad light. This causes a bad impact on younger generations. While satire is essential part of any good story every care needs to be taken that it is not at the cost of dignity of human beings or any class of persons.

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3.121

They are also of the view that selection of subjects for serials deserves very careful consideration. While selecting the serials, the guiding principle should be not only entertainment but entertainment with education. The country is in the process of socioeconomic transformation and while selecting the

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serials this vital aspect should be duly taken into account.

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3.139

The Committee feels that the existing criteria and mechanism of selection of films have not resulted in good films being shown on TV, especially on Sunday evenings. The Ministry also admits this when it states that "the quality of films shown on Doordarshan on Sunday evening has less to do with the selection procedure", although the Ministry attributes it not to the selection procedure", but "the paucity of quality films made in Hindi."

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3.140

It has been stated that Doordarshan has to select films from the offers made to it by producers. Notwithstanding the contention of the Ministry that existing rates are satisfactory the Committee apprehend that the rates offered by Doordarshan are not attractive enough for competent film makers to come forward with their good movies. The Committee would like the concerned authority to reexamine the matter with an open mind. They are of the view that there is no justification for showing poor quality films. Instead, the Committee would like the Doordarshan to produce quality tele-films on "themes of interest and life-enrichment value to viewer," as has



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been rightly suggested by the Joshi Committee.

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3.141

Tele-films, as the Ministry has stated, cost very less and have been liked by viewers. In the opinion of the Committee, there is no reason why Doordarshan, instead of showing films of poor quality, should not start commissioning production of good tele-films, as such films shown in the past have been commended. The latter course, the Committee think, would not only result in wholesome films being shown on TV but also fetch more revenue to Doordarshan as, after screening, them on TV, Doordarshan could release them in the market. The Committee would, therefore, desire the Ministry to frame suitable criteria, and create appropriate machinery to achieve the above objective.

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3.142

The Committee note that although 58 tele-films in Hindi and regional languages have been commissioned by Doordarshan so far, the latter has failed to frame suitable guidelines on such matters as selection of themes, private producers etc. for the tele-films.

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3.143

The Committee would like the Ministry of frame the necessary guidelines without any further delay as formulation of guidelines, their implementation and regular monitoring would result in production of quality tele-films.

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70	3.145	<p>The Committee deprecate the fact that contrary to the reply of the Ministry that films are repeated on TV only when they satisfy the criteria fixed for the purpose, quite a few films have been repeatedly shown on TV in violation of this criteria. They would urge the Ministry to take adequate steps to avoid this unsatisfactory state of affairs and to ensure that not only quality feature film or tele-films are shown on Sunday evenings but films shown once are not repeated if they are of poor category.</p>
71	3.147	<p>The Committee also note with concern that Door-darshan still producers depends on independent producers and film makers to fill the prime time slot with TV serials that can attract T.V. Viewers. It is desirable that Door-darshan should concentrate on making quality TV Serials. They would like to be apprised of steps taken in this direction.</p> <p>Commercial Advertisements have come to be accepted as a necessary evil even in those countries which do not have any faith in free play of market forces as a means of promoting economic growth. They too have gained acceptance as a legitimate source of revenue for media units, especially electronic ones, all the world over. The Committee, however, emphasise the need for showing advertisements on TV in a mannre that is interesting</p>

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entertaining and informative. While they are aware that the Doordarshan authorities cannot interfere with the contents of advertisements on TV as long as they do not violate the Code formulated for the purpose, the Committee also feel that certain aspects like scheduling of advertisements, their duration before a particular programme, etc. could at least be attended to more judiciously than is done at present.

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3.158

The Committee are of the view that there should be a system not to accept exaggerated or misleading advertisements and every effort should be made to take strict action against defaulting advertisers. In a country like India where its teeming millions are mostly illiterates, television as an audio visual medium has tremendous potential for moulding public opinion and exaggerated or misleading advertisements can play havoc with the lives of such people. The monitoring machinery to check improper advertisements on TV should be suitably tightened to prevent exploitation of masses. The Committee would like the Ministry to have a re-appraisal of the whole matter.

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3.159

The Committee also note the tendency of advertisers to opt for slots before a few particular serials. In the opinion of the Committee if the quality of other serials is also

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improved the same will add to the revenues of Doordarshan besides resulting in balanced showing of advertisements in various serials.

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3.170

The Committee note that Doordarshan is a member of several International Broadcasting Organisations. It has also been participating in various International Festivals/Symposia/Seminars/Exhibitions/Competitions arranged by International Broadcasting Organisations. In a few of them they have won some awards as well. Without demeaning the achievements of Doordarshan in this regard, the Committee feel that Doordarshan has to go a long way before it gains international acclaim as a media agency of merit. The Committee, therefore, desire that concerted efforts should be made to produce programmes from amongst cultural mosaic of the country, and presented before the outside world so that the true potential of the country as well as Doordarshan is projected to them.

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3.171

The Committee are dismayed to note that huge disparities prevail in the programmes exchanged with various foreign countries. While Doordarshan had sent 303 programmes abroad during 1986-87 and 1987-88. in the corresponding period it had received only 66 programmes from them. The Ministry's conten-

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tion that cultural exchange of the programmes is on a voluntary basis and it depends on each foreign country as to how many programmes it would like to send to Doordarshan every years for telecast is not convincing. The Committee desire that the Ministry should also take some initiative in this regard by having regular inter-action with its foreign counterparts so that it also has some discretion in making a choice from the programmes available with foreign countries keeping in mind the topical relevance of these programmes in Indian context. The viewing of such quality programmes from other countries would also result in improvement in the quality of programmes of Doordarshan besides giving the viewers a better choice of Programmes.

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3.172

The Committee appreciate that a beginning has been made towards commercial sales of programmes to some foreign countries by the Ministry. The Committee desire that the Ministry should go in a big way towards this direction so as to earn some valuable foreign exchange for the country.

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3.184

The Ministry has stated that Doordarshan had always valued the opinion and reactions of the people from the level of Parliament members to the people at the grass-roots. The

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Committee however, deprecate that precious little has been done to ascertain the opinion and reactions of the people. The quantum of expenditure incurred in this regard during the last 3 years indicates that nothing concrete in this regard has been done. While an expenditure of Rs. 12.44 lakhs was incurred on this account during the year 1986-87 an expenditure of only Rs. 7.47 lakhs was incurred for this purpose in 1987-88, indicating that this work has not been given the attention it deserved.

Doordarshan has not even cared to ascertain the credibility it carries with the masses as a professional media unit. The Committee deprecate the lackadaisical manner in which the question of conducting Survey to assess the quality of media was dealt with.

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3.186

Audience Research forms the basis for remedial action in programme planning, scheduling, etc. In the coming year, therefore, the Committee hope that Doordarshan will invest more time, energy and money in audience research which, the Committee believe will be profitable in a number of ways. They would also like to be apprised of developments in this regard.

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3.187

The Committee feel that the quality programmes produced by regional Kendras should be more frequently

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shown on the National Network. Further there should be more frequent mutual exchange of programmes produced by different Kendras as that would accelerate emotional and cultural integration.

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4.15

Although both the AIR and Doordarhan are heavily dependent on budgetary support and are not even able to meet their total operational expenses from their revenues put together, the Ministry does not appear to be concerned about it. They seem to be under the misconception that since the two media units have been set up for promoting certain social objectives, the Govt. should go on giving them monetary support for all times to come. In the opinion of the Committee, such a belief on the part of the Ministry could only stem from their conviction that the two objectives, namely, raising revenue and promoting social objectives, are not compatible, whereas they need not always necessarily be so.

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4.16

The Committee are of the considered view that the Govt., with so many development projects suffering due to lack of funds, cannot go on providing heavy monetary support to the media units for all times to come and it is high time the latter tried to devise ways and means to raise their earnings. The Committee believe that the Ministry could advantage-

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ously refer to the working of profit-making broadcasting organisations operating abroad. They do not share the belief that a public utility organisation which lays adequate importance on raising revenue cannot serve the public in the manner it should. The truth, in fact, is the other way round.

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4.17

The Committee also feel that the revenue raising potential of AIR which has one of the largest networks in the world and undoubtedly, a huge listenership, by even world standard, has been grossly under-utilised. In the opinion of the Committee if all the centres of AIR could manage to collect advertisements relating to local products/services available in their respective areas and put them out judiciously even in the form of commercial bulletins at fixed times, then apart from fetching enormous resources to the AIR, it could also accelerate economic growth in the country. Like-wise, the large number of Doordarshan Kendras could also put out advertisements in the various programmes telecast at fixed hours for the consumption of the local people they are designed to cover.

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4.18

The Committee in this connection would like to caution the Govt. to take note of vast technological development, that are fast taking place in the world. The new technology that has been developed has brought



about alternate programming like Cable TV, Video Cassettes and Video magazines which will soon beat the system and will be beyond the reach of the Government. Eventually, it has to be realised that the judicious balancing of commercialisation and promotion of social objectives has to be done to make both the media viable and self-supporting. They are of the view that the Govt. should consider these aspects in greater depth so as to exploit fully the revenue potential from commercialisation while achieving the desired social objectives.

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4.26

The Committee take serious note of the incidents of trespassing into the local centres of All India Radio/Doordarshan at such places as Calcutta and Bangalore. In the opinion of the Committee such incidents are fraught with serious consequences and should be curbed with a firm hand. The Committee, while agreeing that it is not possible to deploy armed policemen in large numbers at every All India Radio/Doordarshan stations round the clock, desire that appropriate warning systems should be installed in their premises. The Ministry has stated that the Govt. has constituted a Committee to look into various aspects of security set-up of All India Radio/Doordarshan. The Committee would like to be apprised of further action taken in this regard.

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86	4.33	<p>The Committee note that due to difficult living conditions in Darjeeling and Sikkim there are staff shortages in various cadres which create difficulties in the normal functioning of both the media units at these places. The Committee are of the view that there is a strong case for the grant of enhanced allowances to the staff working in these areas on the pattern of that admissible in North-Eastern States. They desire that the Ministry should consider this matter in consultation with the Ministry of Finance so as to avoid the hardships of employees working in these areas.</p>
87	4.39	<p>Perspective planning or long-term planning is a must for every public organisation especially for those that are working in such important fields as mass-communication. While the Committee are glad to note that the Ministry has prepared perspective plans for both, All India Radio and Doordarsban, they are of the view that planning, be long-term or short-term, can lead to desired results only when it is based on proper identification of the problems faced by the Organisation in question, its future needs, etc., and is backed by requisite monetary resources and will.</p>
88	4.40	<p>The Committee hope that the Ministry would adequately strengthen planning, implementation and monitoring machinery so that all plans are executed with due promptitude and</p>

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there are no time and cost over runs.

The Committee appreciate that the Government are aware of developments relating to High Definition Television (HDTV) in other advanced countries and are of the view that while drawing perspective plans of both the media utmost importance should be given to Research and Development work so that the country keeps abreast of vast technological developments in the world and is in a position to adopt them expeditiously.

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4.42

They also note that 72.5% of the total area is covered by TV programmes of the country which contains about 5 lakh villages. Since TV is the only worthwhile medium of entertainment for the vast multitude of the rural population, it is imperative that a central plan is initiated to provide them with community sets in large numbers. While giving them entertainment, this will make them aware of the socio-economic conditions in the country and will accelerate their active participation in the developmental activities. Doubtless, the Ministry of Information and Broadcasting is not directly concerned with the matter yet the Committee feel that the Government should ensure preparation of a suitable scheme in consultation with concerned Ministries so that the vast majority of our rural population are truly benefited.

**LIST OF AUTHORISED AGENTS FOR THE SALE OF LOK SABHA  
SECRETARIAT PUBLICATIONS**

<b>Sl. No.</b>	<b>Name of Agent</b>	<b>Sl. No.</b>	<b>Name of Agent</b>
<b>ANDHRA PRADESH</b>		<b>WEST BENGAL</b>	
1.	M/s Vijay Book Agency, 11-1-477, Mylargadda, Secunderabad-500361.	13.	M/s. Manimala, Buys and Sells, 123, Bow Bazar Street, Calcutta-1.
<b>BIHAR</b>		<b>DELHI</b>	
2.	M/s. Crown Book Depot, Upper Bazar, Ranchi (Bihar)	14.	M/s. Jain Book Agency, C/9, Connaught Place, New Delhi (T. No 351663 & 350806).
<b>GUJARAT</b>		15.	M/s. J M. Jaina & Brothers, P. Box 1020, Mori Gate, Delhi, 110006. (T. No. 2915064 & 230936)
3.	The New Order Book Company, Ellis Bridge, Ahmedabad-380006, (T. No. 79065)	16.	M/s. Oxford Book & Stationery Co., Scindia House, Connaught Place, New Delhi-110001. (T. No. 3315308 & 45896)
<b>MADHYA PRADESH</b>		17.	M/s. Bookwell, 2/72 Sant Nirankari Colony Kingsway Camp, Delhi-110009. (T. No. 7112309)
4.	Modern Book House, Shiv Vilas Palace, Indore City, (T. No. 35'289)	18.	M/s. Rajendra Book Agency, IV-D/50 Lajpat Nagar, Old Double Storey, New Delhi-110024. (T. No. 6413362 & 6412131)
<b>MAHARASHTRA</b>		19.	M/s. Ashok Book Agency, BH-82, Poorvi Shalimar Bagh, Delhi-110033.
5.	M/s. Sunderdas Gian Chand 601, Girgaum Road, Near Princes Street, Bombay-400 002.	20.	M/s. Venus Enterprises B-2/85, Phase-II, Ashok Vihar, Delhi.
6.	The International Book Service, Deccan Gymkhana, Poona-4.	21.	M/s. Central News Agency Pvt. Ltd. 23/90, Connaught Circus, New Delhi-110001. (T. No. 344448. & 322705, 344478 & 344508)
7.	The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-400001.	22.	M/s. Amrit Book Co. N-21, Connaught Circus, New Delhi-110001. (T. No. 40398)
8.	M/s. Usha Book Depot, 'Law Book Seller and Publishers' Agents Govt. Publications, 585 Chira Bazar, Khan House, Bombay-400 002.	23.	M/s. Books India Corporation Publishers, Importers & Exporters, I-27, Shastri Nagar, Delhi-110052. (T. No. 269631, & 714465)
9.	M&J Services Publishers, Represent- ative Accounts & Law Book Sellers, Mohan Kunj, Ground Floor, 68 Jyotiba Fuels Road, Nalgaum-Dadar, Bombay-400 014,	24.	M/s. Sangam Book Depot, 4378/4B, Murari Lal Street, Ansari Road, Darya Ganj, New Delhi-110002.
10.	Subscribers Subscription Services India, 21, Raghunath Dadaji Street, 2nd Floor, Bombay-400001.		
<b>TAMIL NADU</b>			
11.	M/s. M.M. Subscription Agencies, 14th Murali Street, (1st floor) Mahalingapuram, Nuogam- bakkam, Madras-600 034 (T. No. 476558)		
<b>UTTAR PRADESH</b>			
12.	Law Publishers, Sardar Patel Marg, P.B. No. 77 Allahabad, U.P.		